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ABSTRACT

Materials and findings are provided from a seminar to improve information on the state of development in the materialization of education successful in improving women's professional status and to propose some possibilities in implementing some of these pilot projects on a wide scale. The first section summarizes reports from women who have successfully entered nontraditional occupations; provides highlights from speeches regarding action taken by the Commission, the European Social Fund, and the European Centre for the Development of Vocational Training to benefit women; and summarizes seminar discussions on innovative training measures for women and the problem of implementing the measures generally. Suggestions and demands for transforming experimental programs into the everyday reality of regular training are presented. The second focuses on the seminar discussion as related to employment. It contains a presentation by M. Pierret describing the survey to examine pilot projects to diversify women's work, evaluate their impact, and draw conclusions for the future. The third section offers an analysis of survey results and identifies barriers to training for women in the areas of orientation, first training, further training and promotion, and return to work. The final three sections offer reports and summaries of the discussions in the three working groups on (1) the social, material, and occupational situation of young women and girls; (2) the functioning of the vocational guidance and placement services; and (3) existing mentalities, attitudes, and motivation. (YLB)

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# Innovative training and employment of women

## Seminar report

CEDEFOP

Report of a seminar
held in Brussels, 15-17 September 1980

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## Introduction

The perspectives offered the work ing female population in the Mem ber States of the European Com munity in regard to employment professional skills and advancements in jobs are limited in comparison to those perspectives given the working male population.[1]

This situation results particularly from the lesser qualifications girls have in relation to those of boys only participate less than their male counterparts in vocational training and their choice of voca tional training is more restricted as compared to a very small number of trades.

These deficiencies are not counter balanced by continuing vocational training. Firstly, the choice of [illegible] traditionally made according [illegible] pattern and secondly, [illegible] the concentration of [illegible] applications present [illegible] and offer only [illegible] for advance [illegible] perpetuate [illegible] continuing vocational [illegible] hardly establish the [illegible] perspectives for [illegible] the areas of employment [illegible] with respect to

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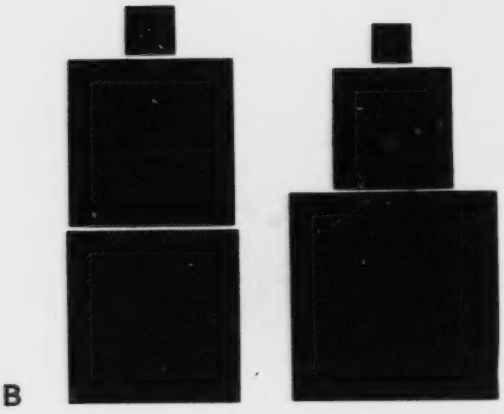

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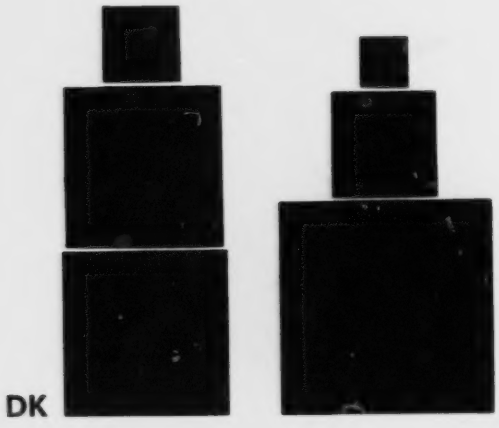

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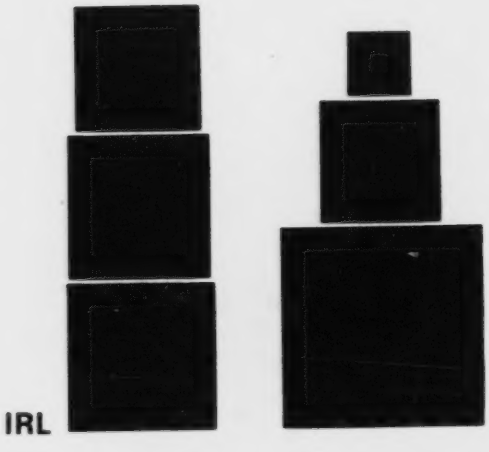

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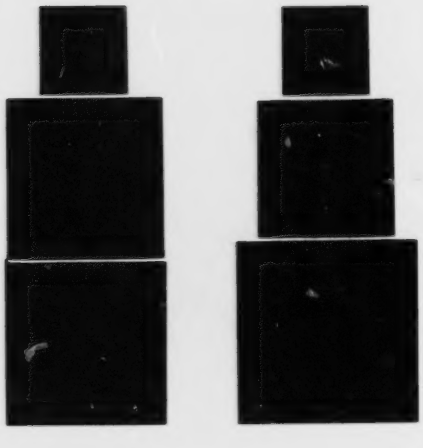

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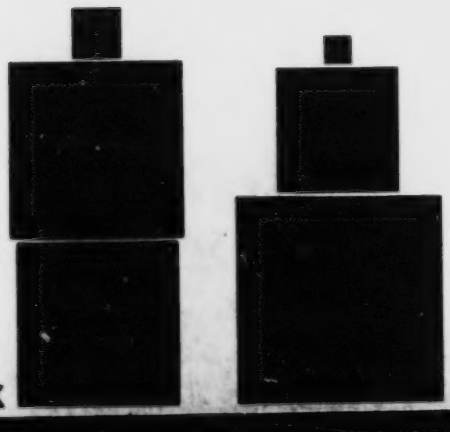

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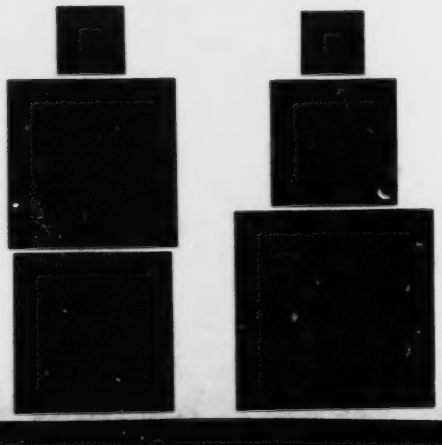

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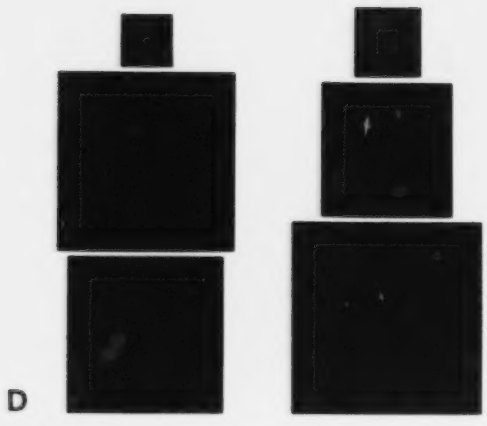
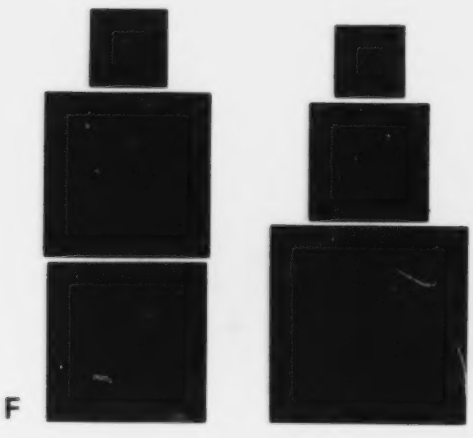
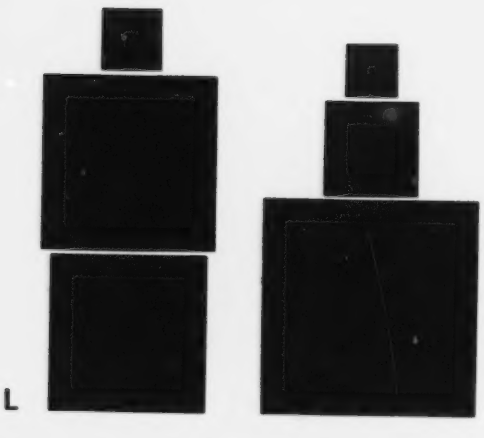
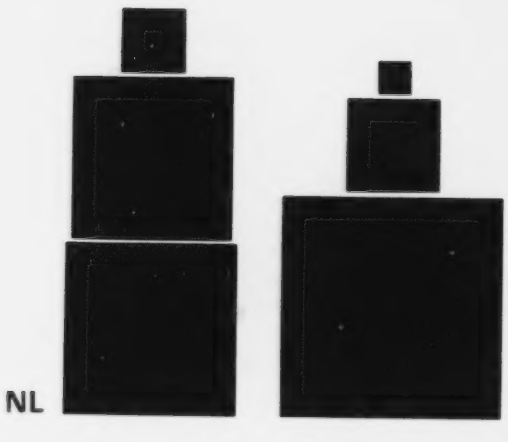
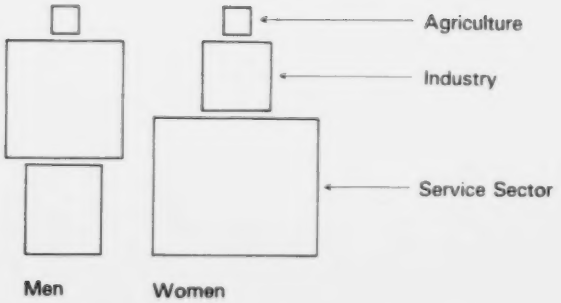



**Labour force by economic sectors 1977**

**Innovative training and employment of women**

**A seminar organized by the Commission of European Communities and Cedefop**

**Objective**

To remedy this situation, almost all of the Member States of the Community have taken initiatives with regard to vocational training of girls and women. This has particularly been the case as a result of the impulses from the directives concerning equality and the guidance given by the European Social Fund.
In 1978 and 1979 Cedefop took a survey of the innovating training in each Member State of the Community.
The time has come to move towards these ends, to evaluate them and to try to apply them on a general scale. They remain all too often just isolated cases, a few examples from which nothing results.

The double objective of the seminar organized by the Commission of European Communities and Cedefop is:

(i) to improve information on the state of development in the materialization of education successful in improving women's professional status;
(ii) to propose some possibilities in implementing some of these pilot projects on a wide scale,

and this is particularly attractive considering the activities of the guidance counsellors and placement officers.

**Date**

15-17 September 1980

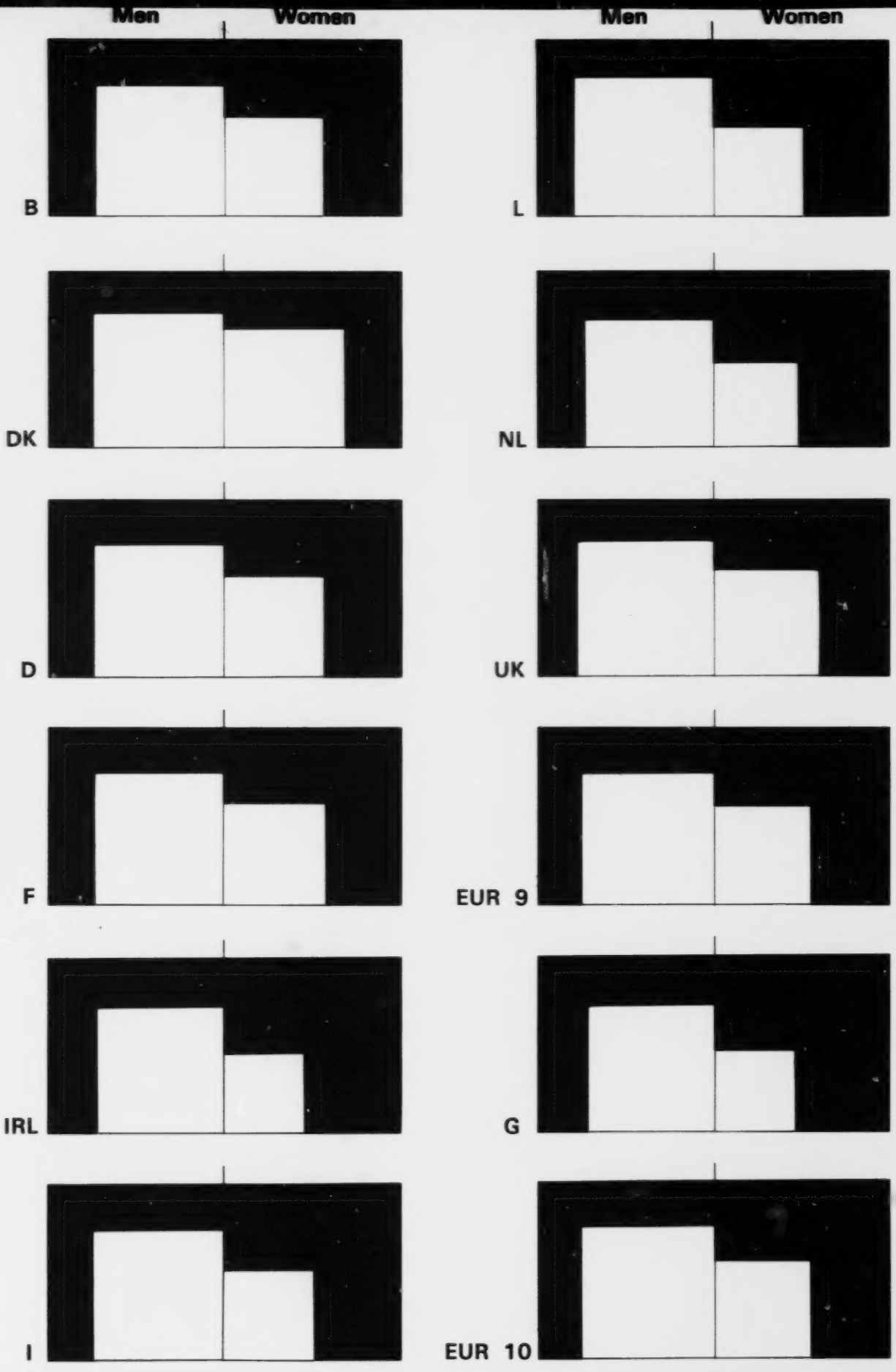
**Venue**

Economic and Social Committee

'Europe' Room

2, rue Ravenstein
B-1000 Brussels

(Tel.): 02-512 39 20




Gainfully employed as a percentage of the total population in 1980

**Agenda**

*15 September 1980*

10.00 Preparatory meeting for the working groups; session with the chairmen, rapporteurs and coordinators

14.00 Welcome to the participants and commencement of work

14.30 The subject of the seminar
**'Innovative training and employment of women'**

- presented in the context of
  (i) the social policy of the EEC
  (ii) Cedefop's work programme
  (iii) the work of the vocational guidance and placement services

16.30
- illustrated by personal accounts (Belgian women having benefited from a training course for a male profession)

17.30 Brussels City Hall — Guided tour
Reception offered by the Minister for Employment and Labour, Mr R. de Wulf, and the Mayor and Aldermen, and the Council of the City of Brussels (Collège de Bourgmestre et Échevins et le Conseil Communal de la ville de Bruxelles)

*16 September 1980*

The results of the survey

9.00-10.00
- presented by the authors of the synthesis reports

10.30-17.30
- analysed in the working groups
  Guidance counsellors and placements officers will draw the conclusions from the innovative training projects undertaken in the various countries and will make proposals for changes in connection with:

  Group 1 – the social, material and vocational situation of young women and girls

  Group 2 – the functioning of the vocational guidance and placement services

  Group 3 – existing mentalities, attitudes and motivation

17.30-20.00
Drawing up of group reports

20.00-22.00
Typing of reports (Cedefop)

*17 September 1980*

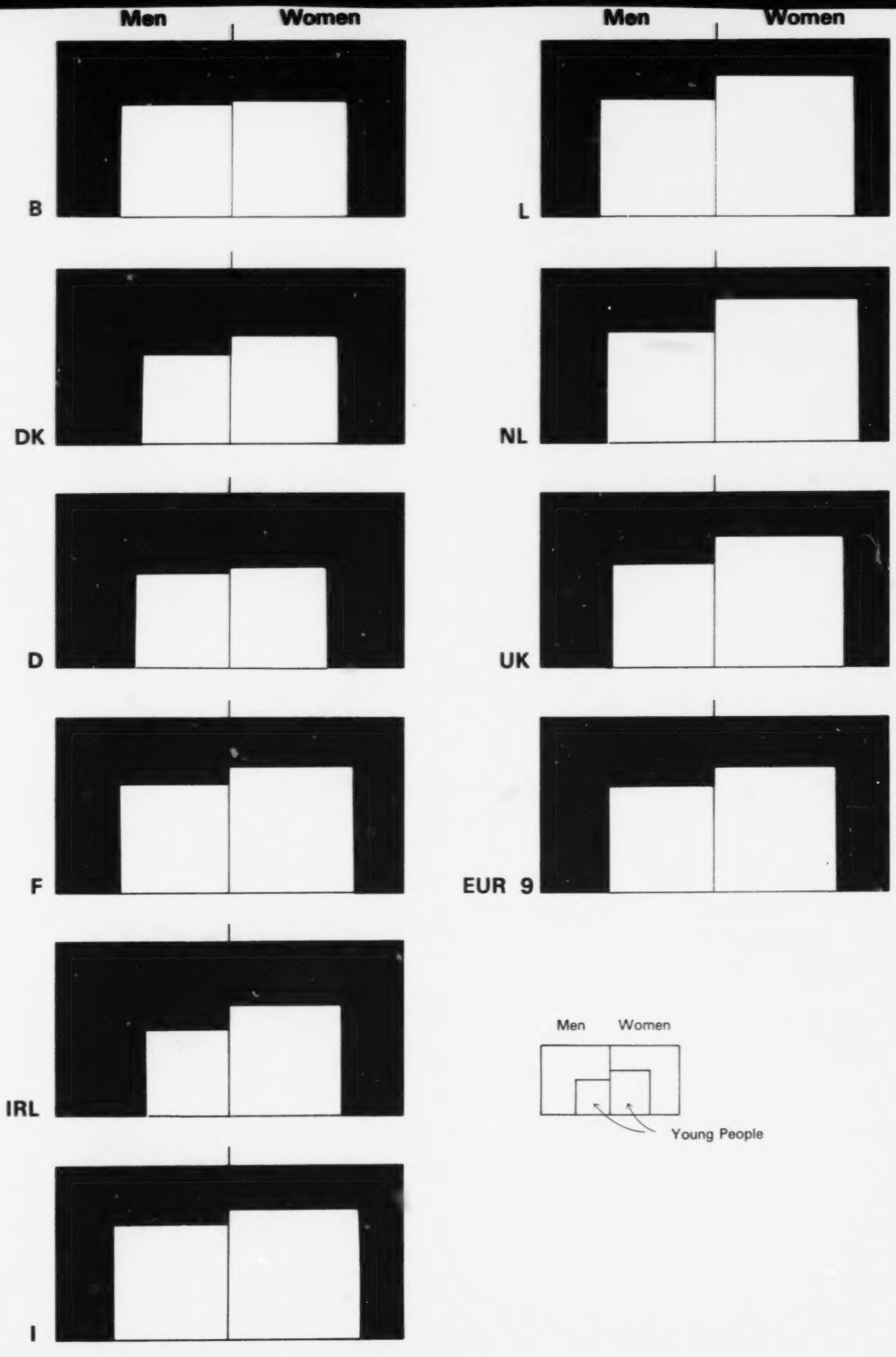
The results of the seminar

- translated into proposals for action

9.30 Report of Group 1
10.00 Report of Group 2
10.30 Report of Group 3

- summarized by Cedefop and the Commission of the European Communities

12.30 End of seminar

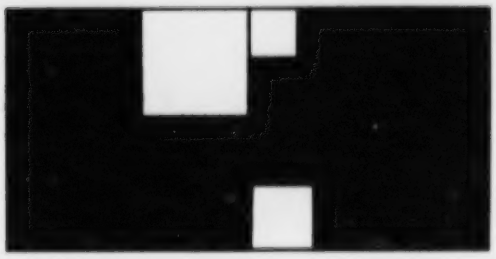


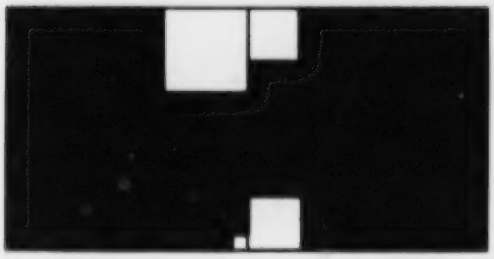


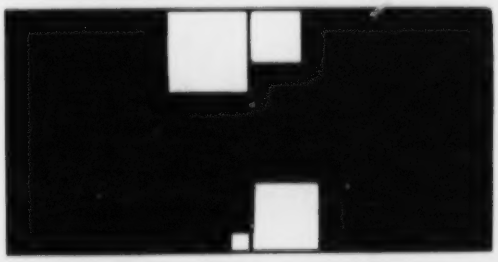

**Young people (under 25) as a percentage of the unemployed, September 1981**

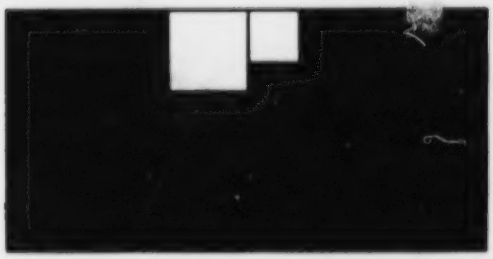
Photos : Inge Werth

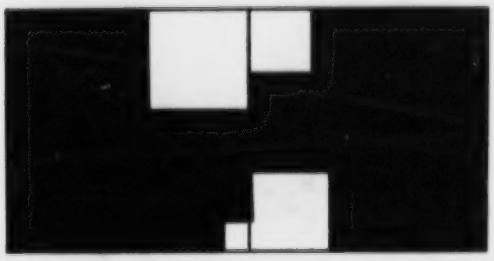
Training of engineering fitter-machinists in the smithy

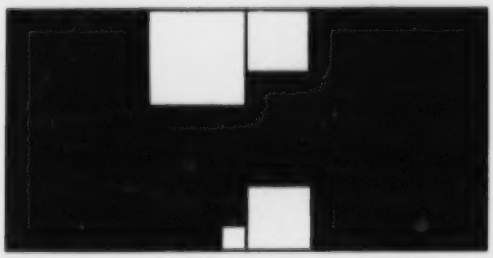


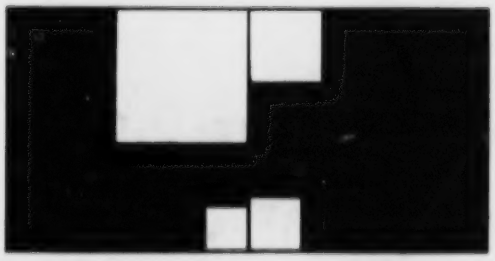



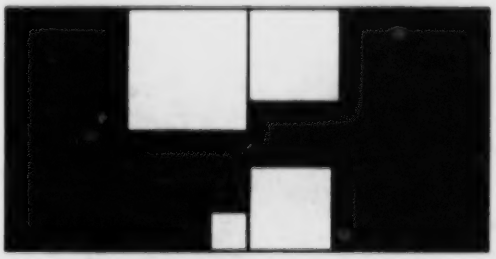



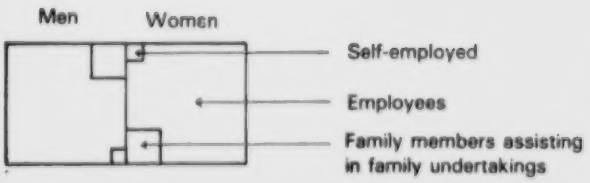






**Labour force by professional status 1977**

**I. The problem at first hand**

Reports from the women affected

**II. The European Community and women**

Action taken by the Commission, the European Social Fund (ESF) and the European Centre for the Development of Vocational Training to benefit women

**III. Where do we go from here?**

1. Innovative training measures for women and the problem of implementing them generally

2. Suggestions and demands for transforming experimental programmes into the everyday reality of regular training

(a) Orientation and motivation
(b) Training
(c) Entry to the labour market
(d) Abolishing role stereotypes in society
(e) Political policy decisions are essential

## I. The problem at first hand

### Reports from the women affected

'A women has to have a fighting spirit if she wants to enter a male occupation. The colleagues at work, the boss, the customers all have to be convinced first before they will accept a women in an occupational sphere where there were previously only men.'

'In my position as departmental manager in data processing there's no part-time work. I would really like to continue working in my profession full-time after the birth of my child. But if I don't manage to find a day-nursery place or day-care, I'll have to give up work soon.'

'I enjoy my work. It's interesting and demanding. I don't have any difficulty with what's required of me. And anyway it's through the quality of my work that I've made my colleagues at work realize that doubts about women in male occupations are just prejudice. But there are still a lot of my friends and acquaintances who just can't believe that I'm a carpenter.'

'It's often really quite difficult to cope with the household as well as the job. If my husband didn't take over part of the housework, I probably wouldn't be able to manage everything ...'

The opinions of women who have already successfully taken the step of entering non-traditional occupations and who were reporting on their experiences at the seminar on 'Innovative training approaches and female employment' organized by the European Centre for the Development of Vocational Training and the Commission of the European Communities and held in Brussels from 15-17 September 1980.

The description of the problem given by the four women concerned—two departmental managers in data processing, a carpenter, a car-body assembler—clarified the essential subordinate aspects of the main seminar theme, lending them more impact than could the documentation provided or the statements of the experts. The women's reports showed that the presence of women in male occupations may still not be taken for granted, but also that the difficulties which women encounter, when they start a non-traditional training programme, arise not so much from the course content but from the prejudices of those around them. It was also evident from the reports that to equality of opportunity on the labour market belong not only the making available of innovative training but also the provision of a social infrastructure and the creation of working conditions which enable women to have the equal opportunity to make use of their right to work.

The four women, who in describing their plight at the Brussels seminar provided a striking introduction to the seminar theme, had all had experience of unemployment. The success which training meant for them was surely related to the fact that the training offered by the Belgian employment offices was closely linked to a phase of career orientation and motivation. The women met the demands made on them during training and at work. Their professional careers were, however, threatened when husband and wife failed to share household tasks in the family or when no social infrastructure, e.g. for childcare, was available.

Action taken by the Commission, the European Social Fund (ESF) and the European Centre for the Development of Vocational Training to benefit women

Prior to the women's personal reports, representatives of the EC Commission, the European Social Fund, Cedefop and Belgium, the host country for the seminar, had made introductory statements. The Director-General of the Directorate-General V for Employment and Social Affairs, Mr Degimbe, emphasized in his welcoming speech the importance of cooperation between the Commission and Cedefop. The Centre's work of initiation and analysis was complementary, even for the theme of equality of opportunity, to the political task performed by the Commission. Innovative training measures for women were a good example of this. In this context the Director-General made special mention of occupations created by the new technologies. It was the task of the Commission to assist European industry in securing and developing its position in this sector. This had, of course, an effect on employment and vocational training. For the first time in the history of vocational training, women and men found themselves at the same starting position: careers in data processing are new territory for both sexes. The task which is emerging is to provide women with equal opportunities of participating in this development. In addition, all occupations which were up to now closed to women should be opened to them. Although a regressive tendency, forcing women out of the labour market, exists as a result of the economic crisis and unemployment, a strategy should be developed to finally give them equality of opportunity.

The President of the Belgian National Employment Office (ONEM), Mr André, also stressed the political implications of the question of women in the face of high and constantly rising female unemployment. To improve their prospects on the labour market, women should be provided with special opportunities for training and further training. Mr André wished to regard the work of the seminar within this context and thought that it should especially provide the representatives of the careers offices throughout the countries of the European Community with knowledge of the already existing pilot projects in vocational training for women as well as launching a discussion of the possibility of extending such measures generally.

Before the seminar turned to this task, the Director of Cedefop, Roger Faist, explained again the function of this institution, that of supporting the Commission and the Council in the development of a common vocational training policy for the Community. The Cedefop women's project, about which Maria Pierret, who is responsible for the project, then gave a report, entered a concrete phase after a seminar held in 1976 to establish the status quo, and may be regarded as related to the programme of the EC social policy on equality of opportunity. This programme aims to aid population groups such as juveniles, migrant workers and women, who especially suffer from the structural imbalance in the Community. The survey on innovative training for women carried out by Cedefop can only be a first step along the road to removing the structural obstacles in the women's path. Roger Faist emphasized the fact that test projects—as most of the programmes examined turned out to be—can all too easily acquire an alibi function. Cedefop, together with the Commission, will take the next steps to promote the general extension of such test projects.
For a serious discussion of this, information provided by Jacqueline Nonon, Head of the Office for Women's Questions at the Directorate-General V, and Annamaria de Mohr representing the European Social Fund proved extremely useful. Mrs Nonon gave a general outline of the problems connected with female employment in Europe.

Every third employee in the Community is female. The demand among women for jobs is steadily increasing despite the economic crisis. This is also increasingly true of married women with children. It is possible to distinguish two basic groups of countries within the Community—those with a relatively high proportion of women in employment (between 38 and 41% of those employed are women) and those with a significantly lower proportion (around 25%). Besides this a certain percentage of women working part-time with all the problems attached to this may be seen to exist. The women's occupational careers still show a curve with two peaks, the first for employment directly after school and training, the second after the so-called family phase, which is becoming shorter and shorter. Whereas the age for re-entering employment was still 35 ten years ago, it is now 27. Yet the problem of becoming less qualified as a result of a long intermission has scarcely become less acute. The speed of technological advance guarantees that the problem remains.

The difficulties which women encounter on the labour market have both economical and structural causes. Women aim primarily for the tertiary sector, where many jobs are being lost through technology. In banks, insurance companies and other service industries they occupy only the bottom rung in the career hierarchy; their opportunities for gaining qualifications and promotion are slight. Antiquated work safety regulations often prevent women from entering employment with better prospects in the trade and technical sector. For this area, the Office for Questions of Female Employment is at present obtaining a European overview and checking whether the safety regulations existing in the individual countries contravene the EC Directive 76/207 on equal treatment at work, in training and in respect of working conditions. The results of this survey will be available in the spring of 1981.

In her report Jacqueline Nonon expressed in figures the bleak picture of female unemployment: of the 6 million unemployed in the European Communitu 2.7 million are women, whereby women make up only a third of those in employment. In 1974 the proportion of unemployment for both sexes still stood at 2.9%; in 1979 the proportion is 6.7% for women and 4.9% for men.

Faced with this situation, Mrs Nonon stressed, the Commission is committed to specific affirmative action to the benefit of women, since this deficit could never be made up even with absolutely equal treatment. Concrete expression of this intention was made in the Community programme for the equality of opportunity among underprivileged population groups and in the directives on equal pay (1975), equal treatment at work (1976) and equal treatment with regard to social security (1978). A directive is a legally binding instrument the objectives of which countries have contracted to adhere to, the formulation of the legal details in accordance with national laws being up to them. The impression of the Office for Questions of Female Employment is that these directives and their binding nature are not sufficiently known. The Commission can remind countries that they must be adhered to, and countries which do not keep to their obligations may be cited at the European Court. A number of actions relating to breaches of the directives have already been brought.

In spring 1980 the Commission held a seminar in Manchester to examine the implementation and effects of these directives and to develop a work programme for the next five years. Maximum use of the financial resources provided by the European Social Fund to benefit women is to be made. The importance of the directives and laws on equality and their effectiveness are to be given more publicity through broadly-based public relations work by the Community.

In this respect, as previously in Manchester, the importance of action leading to positive discrimination was especially emphasized and quota regulations were once more given a hearing. The Commission is also in the process of considering what an effective set of measures for the Community should look like to successfully implement the positive discrimination already contained in the 1976 directive on equal treatment at work.

Annamaria de Mohr, the representative of the European Social Fund (ESF), outlined to the seminar its function as a financial instrument of Community labour market policy. This instrument also benefits women through its sponsoring of vocational training measures.
Mrs de Mohr described how women and men should have equal access without discrimination to the vocational training measures for underprivileged population groups financially supported by the ESF.
She gave details as to how the Social Fund has in fact recently used its means specifically to aid women and especially those of them who have to struggle with definite handicaps. This is being done to help solve the specific problems with which women are confronted on the labour market. Since 1 January 1978 new measures have been in force (Council Decision 77/804 of 22 December 1977) through which the ESF is contributing to the financing of vocational training schemes directed at women over 25 years of age who have either inadequate occupational qualifications or none at all. To this target group belong unemployed women who have lost or given up their jobs and who are now looking for a fresh start in employment.

The aim of the Community is, Mrs de Mohr emphasized, to obtain equality of opportunity and to remove the sex-specific partition of the labour market. This aim is to be achieved by means of increased access for women to hitherto non-traditional occupations and to functions traditionally reserved for men.

The financial involvement of the ESF corresponds to the amounts contributed by the national bodies and covers at most 50% of the costs.
For applications for financial support to be accepted it is necessary that the programme to be sponsored include not only vocational training but also a preparatory orientation and motivation stage as well as supporting measures when the women enter the labour market.
Annamaria de Mohr then gave a balance for the first few years in which the Social Fund has made such interventions. In 1978 credit available for this area of its activities amounted to 8 million EUA. A European unit of account was then equivalent to about DM 2.50. In 1979 credit has risen to 18 million EUA and in 1980 to 20 million EUA.
Twelve million women profited from these funds in 1978. In 1979 the number was 16 million.

The interventions of the Social Fund taken as a whole were meanwhile benefiting a much greater number of women. Mrs de Mohr explained in this context that in 1979 an estimated 31% of the means made available by the Fund in the various sectors had benefited women. Only in 1978, the first year of the new ruling, was it possible to accept all the applications which corresponded to the ESF directives, since the demands made did not then exceed available credit.

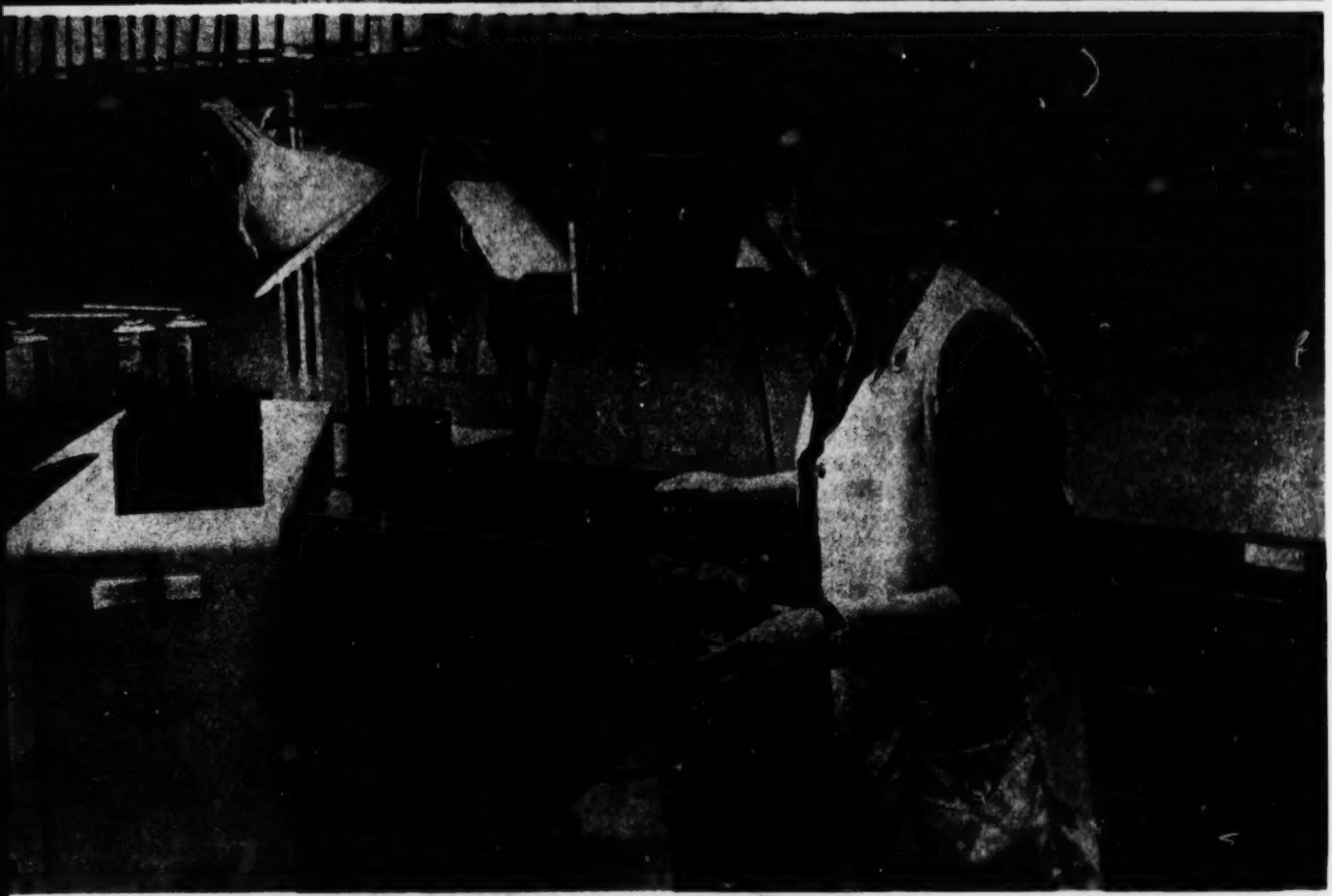
Since July 1979, the number of applications favouring women over 25 years of age has been in excess of the amount of credit despite the fact that credit has constantly been increased. Thus the Fund now intervenes according to established priorities. These have been set out in a Community orientation plan approved by the Commission in collaboration with the advisory committee of the ESF. Criteria for the selection of applications were thus made available.

**According to these criteria the Commission has given priority to training measures which introduce women into occupations and functions traditionally carried out by men and which should thus be equally available to both sexes.**

The importance of both types of training, although quantitatively still insignificant, is shown in a steady and considerable increase in the number of such applications. They make an important contribution to achieving the objective of equality of opportunity and the removal of sex-specific partitioning of the labour market as formulated by the European Community. The financing of these applications involved 0.5 million EUA in 1978, 6.5 million EUA in 1979 and no less than 14 million EUA in 1980.

In respect of the number of applications made the Federal Republic of Germany has proved to be the most active country followed by France and Italy (FR of Germany: 68%, France and Italy: 16% each). The European Social Fund is, however, hoping for greater balance in distribution and participation.[1] Mrs de Mohr expressed the hope of the Social Fund that from the seminar would come impetus and suggestions contributing to the achievement of the objectives and containing new elements for a further improvement in the sponsoring criteria so that they may be still more closely adapted to actual needs.

[1] The growing number of applications connected with innovative training and aiming to introduce women into non-traditional occupations and functions has convinced the ESF that the Member States are making correspondingly greater efforts here, confirming the Fund in the correctness of the priorities it has set.



Photos : Inge Warth

Master craftsman and television technician

## 1.
## Innovative training measures for women and the problem of implementing them generally

The objectives of the 100 or more vocational training schemes examined by Cedefop centred around four main points. These were the extension of the possibilities girls and women have of choosing an occupation, the improving of their chances on the labour market, return to work after the family phase, and qualification for new occupations and functions. The various projects reflect the level of awareness of the problem existing among the participants, both the women themselves, the social partners, and policy-makers.

When projects came into being, they contained, at least to a certain extent, the demand for the removal of the partition in the labour market and a readiness to introduce special measures for women. These extended to information and motivation, to financial incentives, to compensatory education to fill in gaps in knowledge, and to socio-pedagogic supervision during the programme, the job-seeking phase and the early period at work.
The evaluation of the programmes revealed certain common aspects. The projects were successful in strengthening the women's motivation and improving their psychological and material situation through training. When instructors and male colleagues were made sensitive to the problem during the project, this proved fruitful in that resistance to the women in the male-dominated work situation could thus be reduced. The innovative training measures, selected in accordance with strict criteria, proved largely to be pilot projects, model schemes which just had to be successful under such ideal conditions. They were 'tailor-made', and carried along by the commitment of the social partners and the participating firms. The projects frequently combined the different phases of orientation and motivation with the training itself and often provided the women participating with the support of a women's group.

The question which now arises is that of transferring this positive experience, from which only a few women could benefit, to the everyday reality of vocational training. Work on this problem complex must be in three directions simultaneously. Firstly, it is important to ensure that the social, material and occupational situation of the women allows them to make use of their right to training and work. This will only be possible if the stable, virtually crisis-free sectors of the labour market, in which men predominate, are made increasingly accessible to women.
It should, moreover, also be possible for men to voluntarily cease working for a time in order, for example, to take on domestic tasks without having to give up the chance of further training and higher qualifications. Only in this way would they be given a real alternative to one-sided career orientation. This would in turn enable women to achieve professional status comparable to that of men. If the removal of the partition in the labour market is to be attempted only by re-orientating women towards hitherto traditionally male occupations without altering the content of the typical women's training and making it attractive to men, progress will not extend beyond superficial doctoring about on symptoms.

The second direction which must be taken relates to the sphere of activity of the careers offices. Are their procedures in careers advice and placement, bearing in mind their task of providing information and orientation, appropriate to the problems of female employment? In order to obtain a better answer to this question, Cedefop had a paper produced on the role and method of procedure of the careers offices in the EC countries. The paper was read at the seminar by the author. Despite the many differences from country to country, the impression arises—as the reports of the countries on innovative vocational training measures also confirm—that the careers offices have key role as regards female employment but one which they frequently play unsatisfactorily as far as those affected are concerned. Women are intimidated by the bureaucratic look of the careers offices and afraid to approach them. The careers-advice monopoly proves to be a problem in the cooperation with schools and freely-initiated groups over questions of orientation. There are snags in making careers and placement officers sensitive to women's problems. Placement officers are, a Belgian researcher suggested at the seminar, as is only human, naturally interested in the concrete results of their work. And because men are as a rule more easy to place than women, the attempt to place women in a typical employment was all too seldom made.

The third direction work must take, reflected also in the subjects dealt with in work groups, is based on the general approach to alter sex-role stereotypes, personal and social attitudes and behaviour. Within the thematic framework of the seminar the question was that of changing the attitudes of employers and trade-union officials, of male colleagues at work, of policy-makers, and of the women themselves; for the greatest barriers—as also emerged from the national reports—in the path of women prepared to enter male occupations or to qualify for non-traditional functions were found much less in the training than in the still all-pervasive role stereotypes.

## 2. Suggestions and demands for transforming experimental programmes into the everyday reality of regular training

The suggestions and demands made by the seminar participants in work groups and in the closing plenary discussion were of a general nature but also in part very specific and concrete (see appendix for the work groups' concluding reports). Many of these suggestions had already been made at the 1977 Cedefop seminar and have appeared repeatedly at all relevant seminars held since. They are no less urgent today. This is for example true of changes necessary in the school system to finally break through the reproduction of stereotype sex-roles. Co-education in schools may still not be taken for granted in all EC countries; the typical range of girls' subjects is still different from that of the boyes; handicraft and careers teaching, which touch upon the problem of the division of labour between the sexes, still come off badly.

### (a) Orientation and motivation

In the area of orientation and motivation, demands were made in connection with school, parent education, and the work of the careers offices. Starting from the exemplary experience of the test projects, it was urgently recommended that careers offices abandon the conventional pattern in their work with women and do their job in places ranging from evening classes to local community centres where women were actually to be found.
For women who want to be reintegrated into a job after a long interruption special measures should be conceived enabling them especially to take part in practical training with specific job relevance. Only in this way can they get a real idea of which jobs are really available to them. Careers officers and instructors responsible for training and further training should generally be informed about and made sensitive to the situation of women on the labour market and legislation on equality between the sexes. They should also learn to deal with the sex-specific behaviour of women and of the employers.
The information distributed to them should make it possible for women to identify positively—it should show women in male occupations. In addition, seminars and public discussions at which women already successfully doing these jobs could describe their experiences were proposed.

### (b) Training

All motivation and orientation measures must, it was frequently stressed at the seminar, be closely related to actual vocational training. This should generally include both sexes together although certain supporting measures should be designed exclusively for women.
In order to place a larger number of women in atypical jobs and positions, it is not sufficient merely to provide them with a purely formal possibility of access. Positive discrimination is necessary. A quota system, flexibly operated, was suggested but not generally accepted.
If schemes specifically aimed at opening up so-called male occupations were initiated, it should first be determined at a local and regional level whether there were vacancies on the labour market and in which occupations. The practice of giving financial incentives to firms providing training for women should also be examined with regard to its positive and negative aspects.

**(c)**
**Entry to the labour market**

As regards entry to the labour market, job-advertising practice should be altered. It was suggested that advertisements should make no specific reference to the applicant's sex, but also that there should be advertisements specifically encouraging women to apply. In order to place more women in qualified jobs, the careers offices should conduct regional surveys to determine the number of employers in their area willing to employ women and in which jobs. The management of placement services should direct that suitably qualified women be proposed obligatorily for all vacancies even when a firm demands a male applicant. It was also suggested that, until the complete abolition of the partition in the labour market, special advisory and placement sections for women be set up in careers offices, a suggestion opposed by many participants.
At the level of the individual firms, trade-union officials, staff representatives and representatives of employers' associations could play an important part if they initiated a dialogue on female employment.

**(d)**
**Abolishing role stereotypes in society**

A long list of suggestions directed towards a general social change in attitudes and behaviour determined by sex-role was drawn up. It ranged from public relations workd and campaigns on the media to the inclusion of all relevant groups—the social partners, careers offices, trainees—in the planning of training measures, and to the running of sensitivity workshops for employers. In such schemes, widespread prejudices against working women—absence from work, increased costs for the firm, lack of promotion-orientation, etc.—should be especially discussed and corrected. Government agencies in the individual countries, the Commission and the Social Fund were called upon to finance such activities.

**(e)**
**Political policy decisions are essential**

The demand was made especially of policy-makers that existing work safety legislation, which more often than not had the effect of hindering women rather than protecting them, be examined. The tendency here was, however, towards extending certain safety regulations to men rather than to abolishing them generally. It was considered necessary to initiate legislation in order to get pregnancy leave altered to paid parental leave which would divide up between both sexes the risk of periods of absence and loss of qualifications. This suggestion was met with vehement opposition from some quarters but also received much support, and it was stressed that parental leave was a demand which had been adopted by the Council of Europe.

The Brussels seminar confirmed what was already evident in the national surveys. The major obstacles to the equality of women in the world of work are rooted not so much in training but in what happens before and after actual training. In order to integrate women into those sectors of the labour market which have up to now been male strongholds, political will is expressly needed. This must go beyond the formal expression of equality in legislation and provde for affirmative action to the benefit of women. Further obstacles encountered by women outside the actual training phase are, for example, working conditions unfavourable to the family, meaning that many women are prevented from entering employment altogether and that others are placed under a great strain. Many seminar participants spoke out here in favour of shortening the working day, which would give both parents more time for their children's upbringing and for looking after the household, and of a social infrastructure to reduce the women's double burden.
The demand for the removal of these obstacles was addressed both to the national governments and to the European Community. The latter, Mrs Nonon assured, will continue, with the various instruments at its disposal, the work in favour of women which it began more than 12 years ago.



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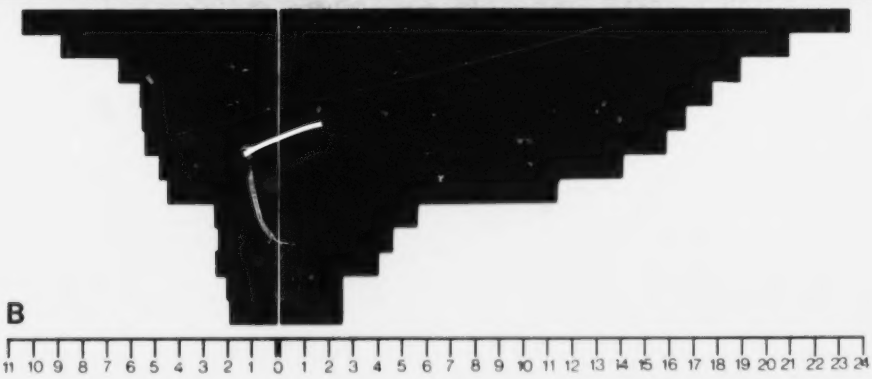
At the closing session, Mrs Nonon stressed that the European Parliament, the Permanent Committee of Ministers for Labour, as well as the presidents of the national employment offices should be included in the discussion process concerning the question of women at a European level, in order to get political policy moving.

An important partner of the Community is Cedefop with its initiating and coordinating work and its functions as a platform for the international exchange of ideas on vocational training. For itself, Cedefop found an important group for further discussions, the representatives of the employment offices. They, too, are to be included in future in the dialogue which Cedefop has been conducting for years with representatives of the social partners, national governments and the Commission, a dialogue which is now of more importance than ever as it is now a question of transforming the test projects into the everyday reality of regular training.

Photos : Inge Werth

Apprentice engineering fitter-machinist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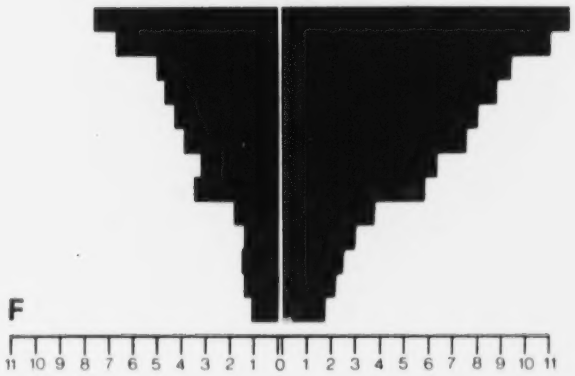
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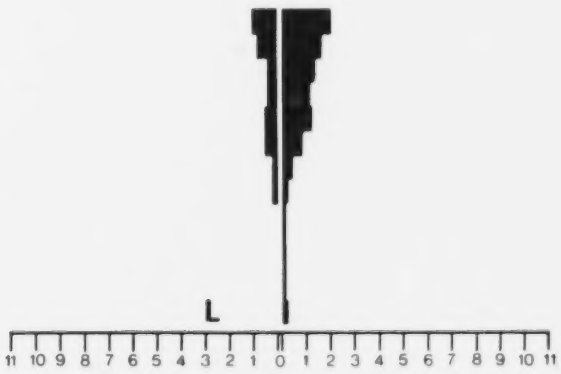
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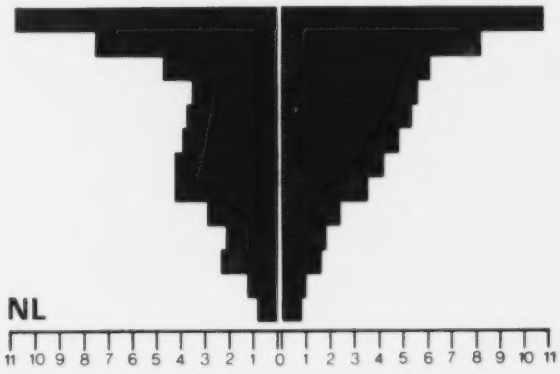
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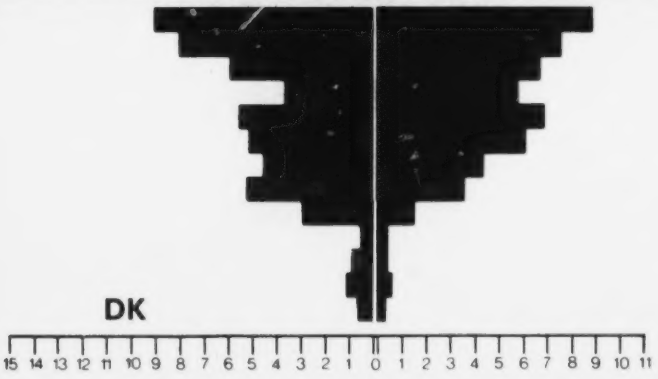
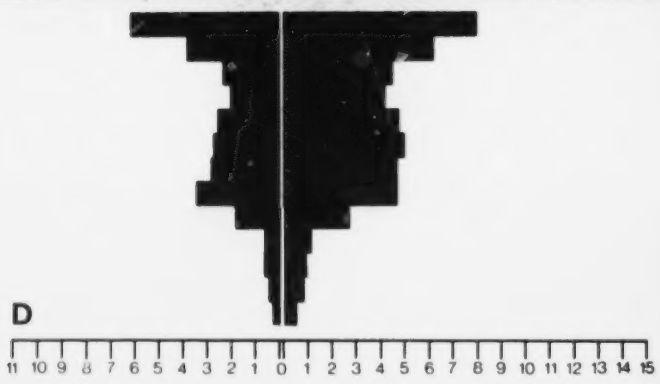
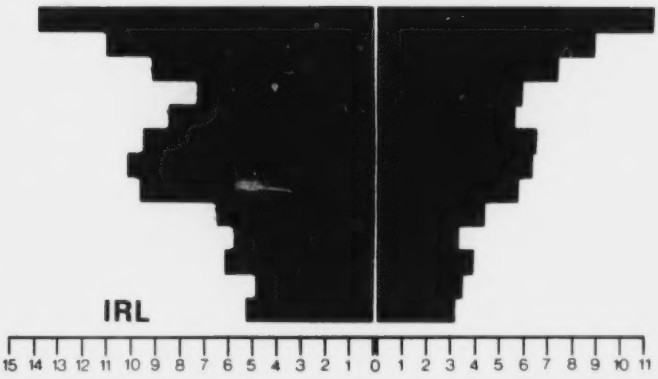
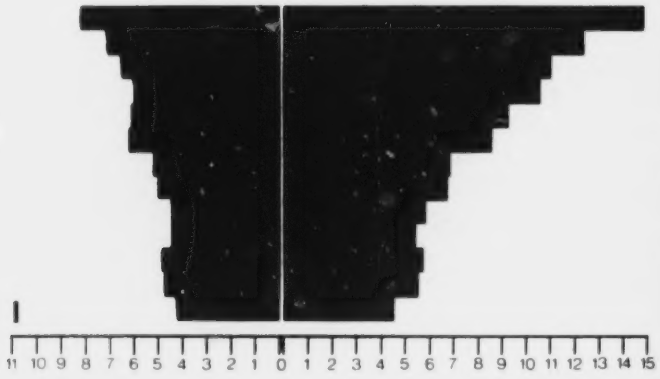
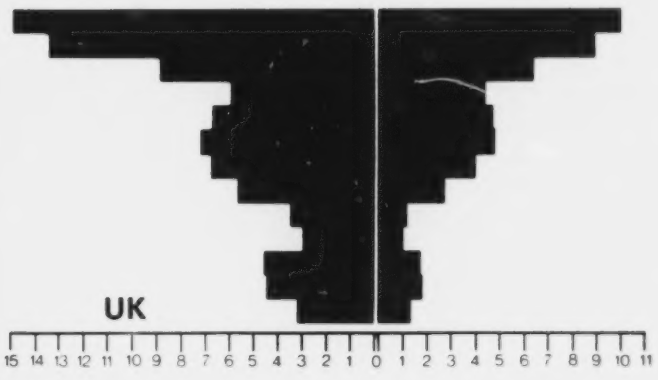
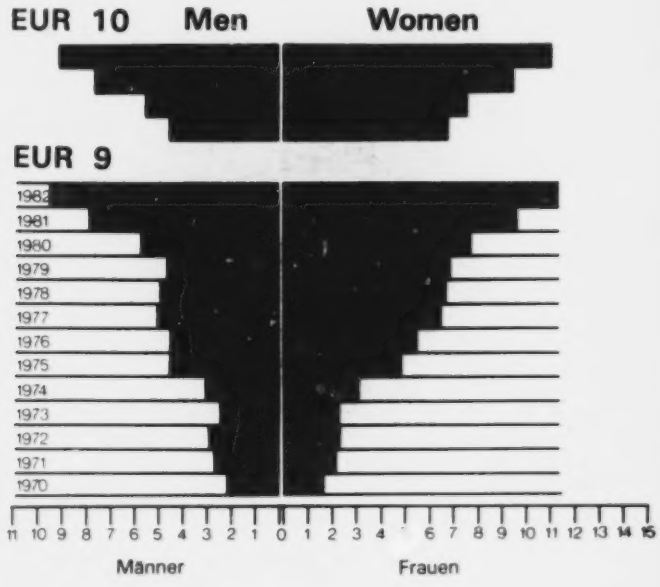


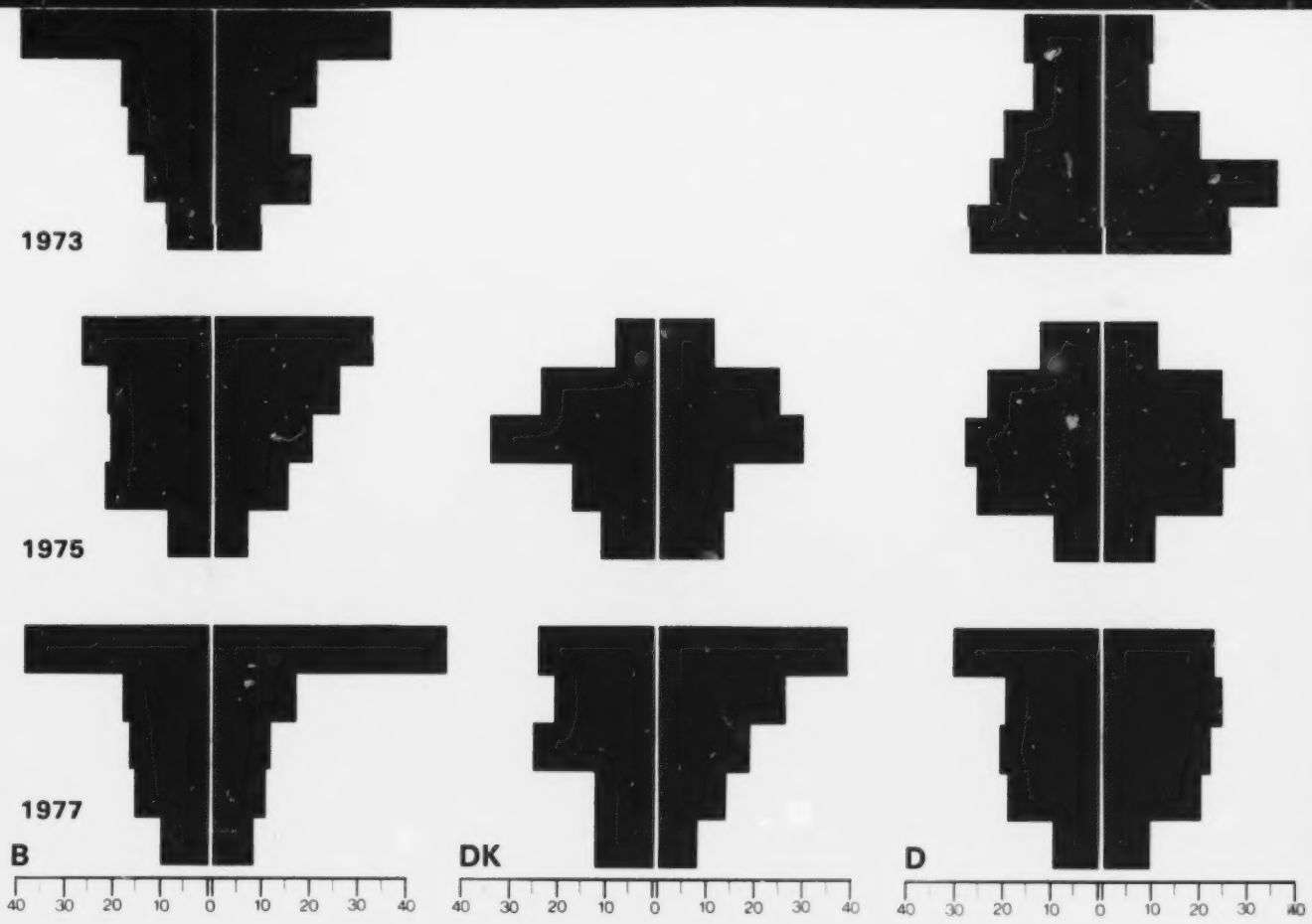



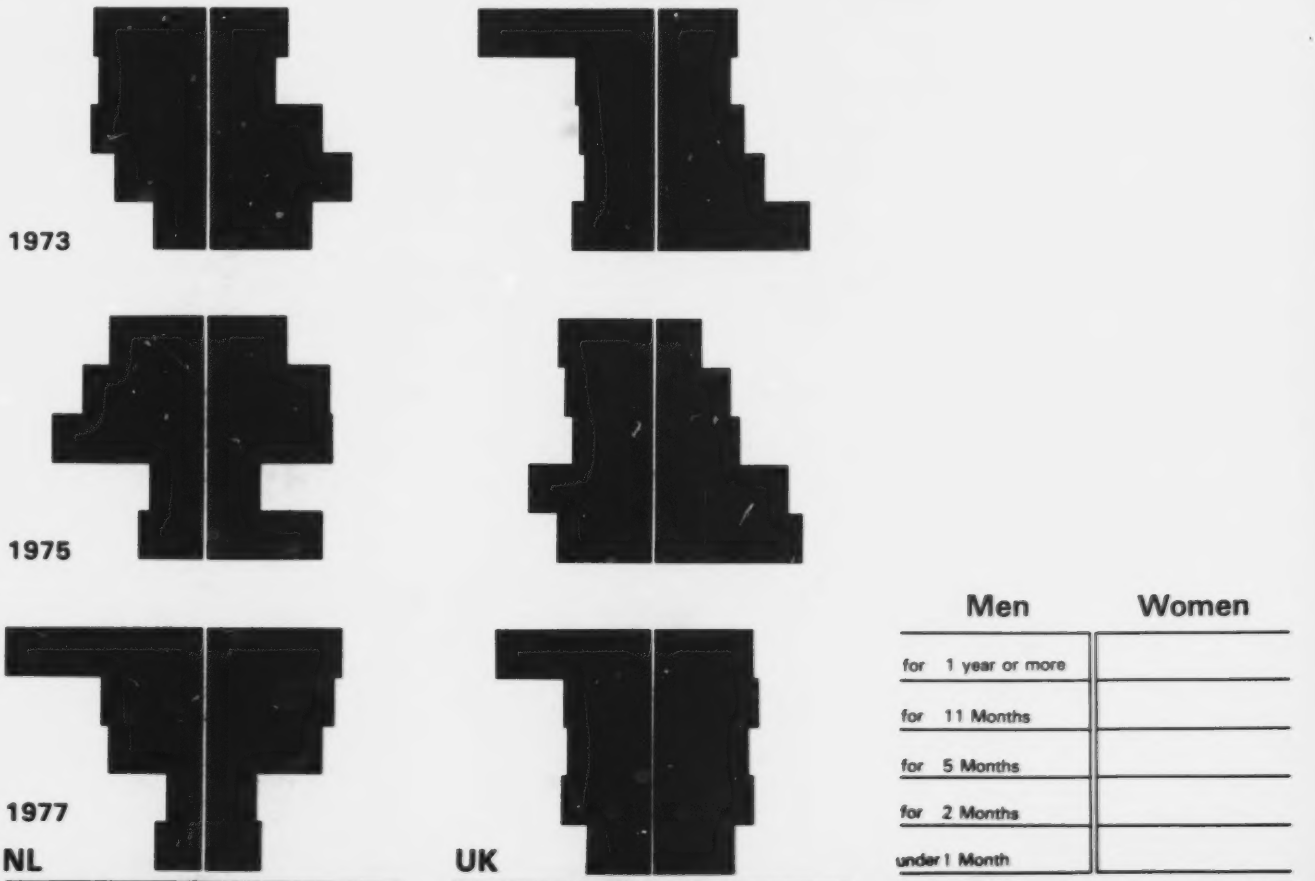



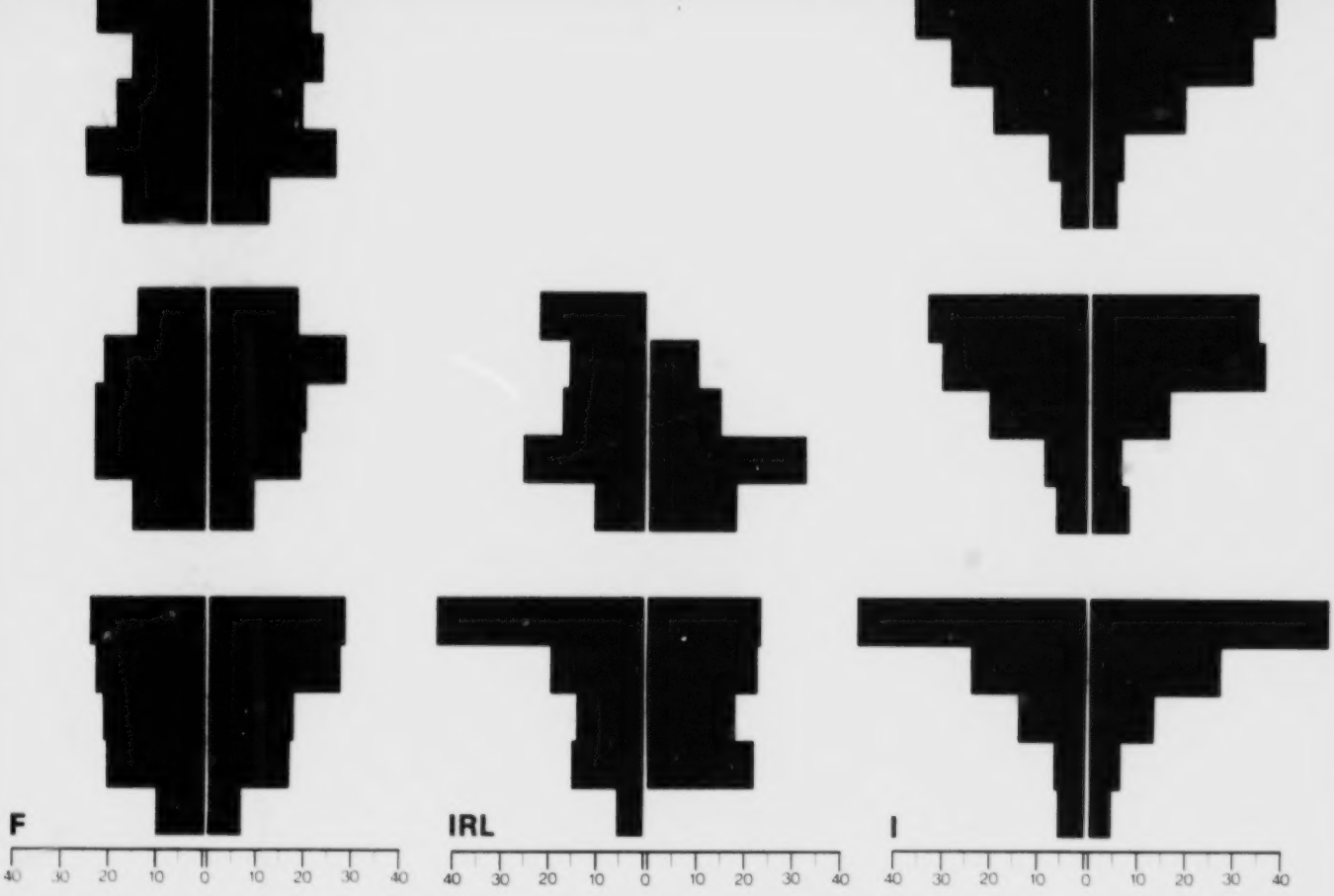


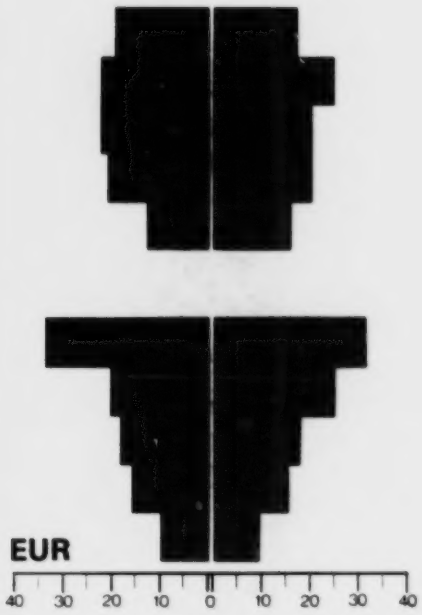

**Unemployment figures 1970 to September, 1982**



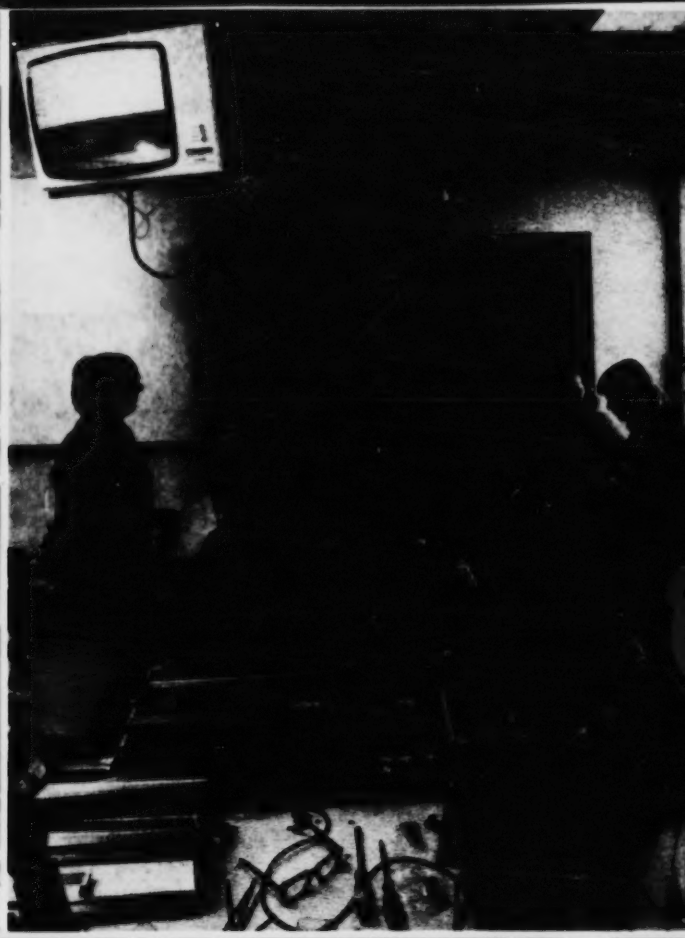



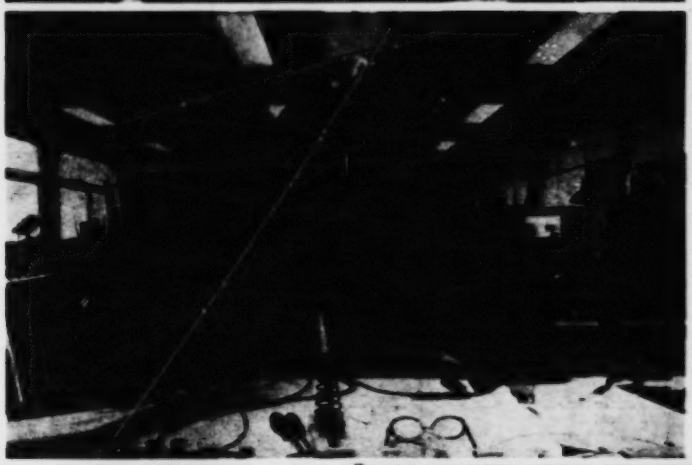

| | Men | Women |
|---|---|---|
| for 1 year or more | | |
| for 11 Months | | |
| for 5 Months | | |
| for 2 Months | | |
| under 1 Month | | |

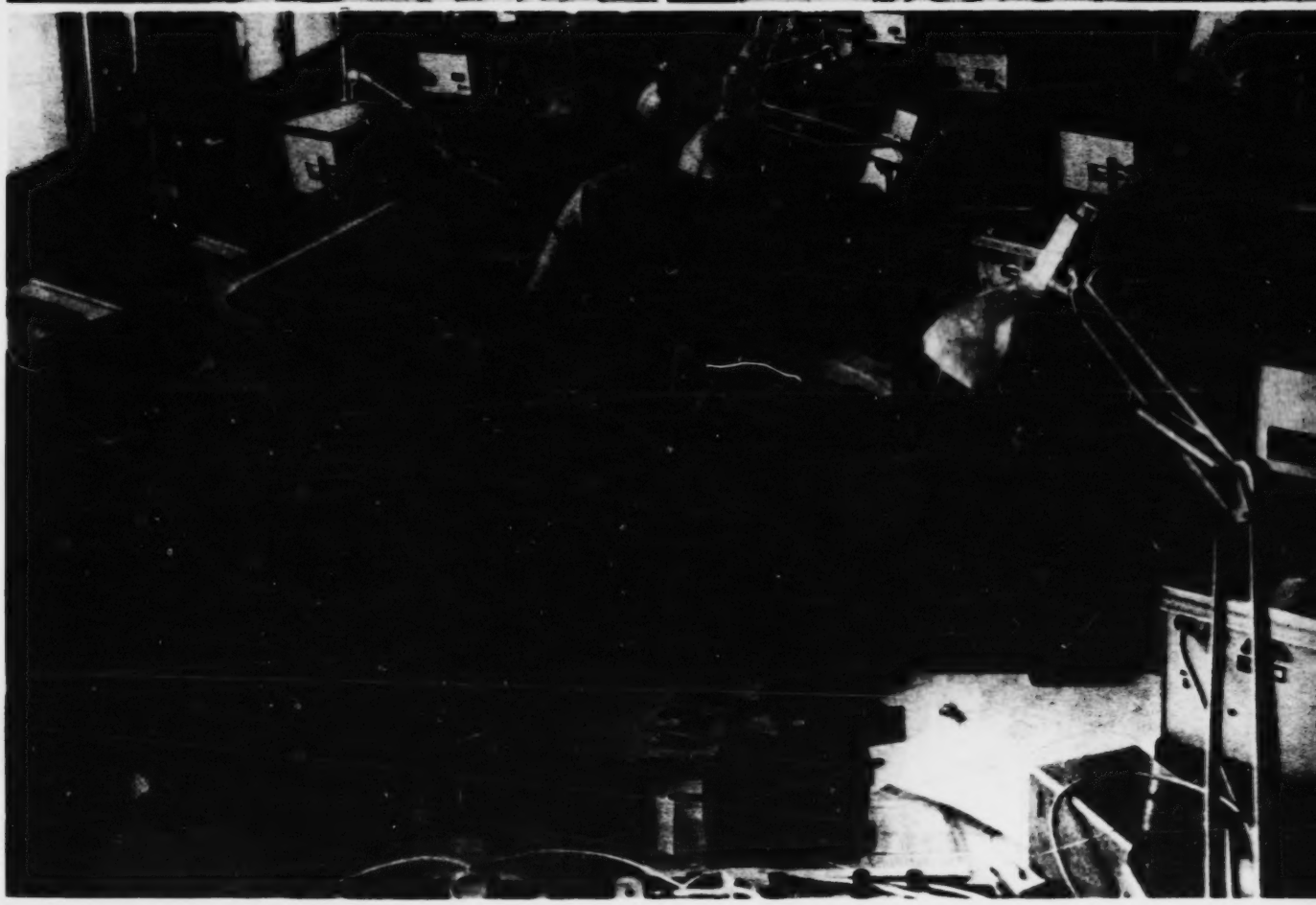



Number of jobless as related to duration of unemployment 1973/1975/1977







Photos : Günther Schindler

Re-trainees at the vocational training centre in Essen

The seminar discussion as related to employment

## Introduction

CEDEFOP, a European institution established for the development of vocational training, began operation in 1976/77, a time when Europe was struggling to overcome the repercussions of the 1974 economic crisis.

As far as the development of vocational training was concerned, the economic crisis could represent a stimulant, an occasion to take the measures that had become due, or it could equally have negative effects, in particular in so far as training might tend to be transformed into a kind of waiting room or parking lot for the labour market.

To want to develop vocational training for women, was this not a challenge? The "reserve labour" which women represent lies in the balance between the home and industry. For the main part female labour was ill-equipped as regards occupational qualifications and occupational mobility, the only assets which really count in a period of decline in job vacancies. Moreover, the workplaces around which women tended to be concentrated were the first to be restructured and rationalized. In other words, as the migrant workers would have done well to return to their home countries, women would have done well to return to their homes.

However, the Commission of the European Communities was already actively pursuing its social programme, a programme oriented towards the population groups who had suffered most from unemployment and the decline in the economic situation, in particular young people and women. A policy of equality of opportunity for women began to assert itself; an increasing number of EC Directives and the activities of the European Social Fund attest this development.

As for the women themselves, they rejected the idea that they should not work during periods of limited job vacancies. On the contrary, the vicissitudes of the moment in fact strengthened them in their intention to work.

The public and private sectors in the EC Member States undertook measures specifically designed to increase the occupational opportunities of this population group which accounted for 60 % of young jobseekers and 50 % of adult jobseekers. Their measures varied in form, ranging from the restructuring of training courses in order to enable mothers to participate, via measures to help women reintegrate into the working world to the abolition of the age limit governing admission to a number of vocational training courses.

In the light of this situation, CEDEFOP decided to include the theme "Equality of Opportunity and Vocational Training" in its initial work programme adopted in September 1976.

## I. Orientation Towards the Diversification of the Work Undertaken by Women: The Investigation into Innovative Training Measures

In September 1977, after having established a work programme for its Equality of Opportunity Project, CEDEFOP organized a conference to serve as a forum for consultation between the social partners. Meeting to discuss an issue of real concern to them and one over which they had direct influence, the participants, namely, representatives of industry, the trade unions, and governmental institutions found themselves willing to put forward their conflicting points of view, suggest courses of action, and submit a programme proposal as part of the work of this new European institution.

The reality and the threat of increased female unemployment caused the participants to recommend that the course of action adopted be oriented towards the diversification of the work undertaken by women. In other words, that it was necessary to break up the concentration of women workers in only specific occupational branches and sectors, all of which were, moreover, undergoing restructuring, adaptation, and rationalization; that occupational rigidity and occupational stagnation were two of the most serious reasons underlying the decline in the proportion of women on the labour market; that on this rapidly changing market the price of occupational progress is mobility and initiative, not stability and the passive retention of that already acquired.

To widen the prospects open to the female jobseeker, to open up new occupational fields, in short, to diversify the jobs available to women, these seemed to be the objectives to be pursued by all.

The European Social Fund had already committed itself to this objective and its initial account of the training measures financed served to stimulate the work being undertaken in this respect. CEDEFOP was requested to gather information on other innovative projects, to bring them to public notice at European level, and to promote their generalized implementation, especially as regards the private sector.

## II. Project Procedure

### 1. Survey

A working group commissioned with following up the 1977 Seminar determined the methodology and the selection criteria to be employed in the identification of the innovative training approaches meriting closer examination.

The survey was conducted in every EC Member State under the supervision of a tripartite team. The social partners were directly integrated at all levels and all stages of the operation.

The approach adopted was designated as "maximalist" by some; the criteria were indeed strict. The training projects selected had to fulfil the following conditions:

- they had to be training projects in the real sense of the term, i.e. not simply projects to adapt the individual to the workplace or update his knowledge and skills;
- they had to be training projects specially designed for women and girls and accompanied by appropriate support measures (in particular motivation measures, vocational guidance, and placement assistance);
- they had to be already in the implementation stage: projects still in preparation were not eligible for selection.

N.B. These criteria corresponded with those required by the European Social Fund. In consequence, many of the training approaches retained by CEDEFOP received financial support from this Fund.

2. Reports

The country reports - and indeed their author - are here at this Seminar; likewise two synthesis reports. Each country report is published in the national language of the country. The two synthesis reports will be published in due course in all the official EC languages.

## III. Conclusions and Action Proposals: The Theme of the 1980 Seminar

The matter at hand in this Seminar is to

- examine the endeavours already undertaken to diversify women's work by way of pilot projects,
- evaluate their impact,
- draw conclusions for the future.

### 1. The success of innovative training approaches

Although we do not yet have the necessary perspective to confirm that the cases in which an occupational integration process took place in fact represent a permanent success, it can nevertheless be affirmed that the one hundred or so training measures retained for examination have fulfilled their first objective, namely, to integrate women for the first time into fields or at levels traditionally reserved for men.

It is expedient at this stage to explain the success of these projects. Although almost all the approaches selected were in fact made-to-measure projects and the ways and means adopted were well suited to their purpose, the essential determinant factors of success were common to all and found themselves incorporated for the main part in the cooperation displayed by

- the social partners in making available training places for jobs or functions considered atypical for female labour and in implementing measures specially designed to enable women and girls to have access to and establish themselves in training projects;

- those directly involved in ensuring a smooth progression in the orientation-training-placement sequence; they undertook ad hoc adjustments to equilibrate training supply and training demand on the basis of

  . an identification of the occupational potential of women, their qualifications and motivation;

  . a precise survey of the qualifications now required of women which represent a qualitative change in their concept of work;

  . a tailor-made training sequence incorporating an information phase, a motivation phase, the training phase proper and a follow-up phase lasting until the trainee was firmly established in a stable position;

- the women and girls themselves, their male colleagues and their families in breaking free of traditional constraints and relocating themselves in their individual way and with a sense of creativity and determination in a working world of constant change.

## 2. Development of the training projects

Having identified the conditions under which innovative training approaches can be most effective, it is now important to examine ways and means of developing those approaches. These projects are only few in number, meet with considerable resistance, and remain isolated endeavours. They are examples with only few followers.

Is it possible to increase the number of such training approaches in order to diversify the work of women? If so, under what conditions, by what means, and at what price?

Three paths deserve further exploration in this connection:

1. girls and women exercising the right to training: their social, material and occupational situation;

2. the functioning of the vocational guidance and placement services;

3. existing mentalities, attitudes, and motivation.

Working Group Topic 1:
Girls and Women Exercising the Right to Training:
Their Social, Material, and Occupational Situation

The exercise of the right to training on the part of women and girls is restricted and both categories are effectively excluded from a number of training paths. Errors made at the orientation stage and a lack of training at the beginning of working life, instead of being remedied by training during working life, are perpetuated by the segregation on the labour market.

If women are to be enabled to exercise their right to undertake all kinds of training, it is essential that

- an investigation be undertaken of the occupational branches and functions in which women as well as men can successfully establish themselves; the steady evolution of occupational profiles and job content induced in particular by technological progress is making the traditional sexist segregation of the labour market less and less justifiable;

- change be made in the methods employed to assign training places and, by extension, jobs; such changes should include
  - . a more effective information process which reaches and motivates women;
  - . greater consideration and meaningful negotiation of women's requirements;
  - . better organization of training measures and in particular times and venues which do not prevent women from fulfilling their family responsibilities (the same applies to men);

- special measures be introduced for women who
  - . wish to commence or recommence working life as adults (abolition of age limits, revision of the regulations governing occupational advancement);
  - . intend to work on a part-time basis or whose occupational or financial situation is especially precarious.

Working Group Topic 2:
Functioning of Vocational Guidance and Placement Services

The working female population is experiencing a profound change in the work context. In so far it has the right to expect more of the information, counselling, and placement services. The CEDEFOP survey confirms that the success of diversification endeavours depends in the last analysis on the efficiency of the counselling and placement services. Although these services were developed during a period of relative stability in industry, in these times of change - change at work and change outside - they have assumed an indispensable quality and their capacity to fulfil more exacting requirements should be increased.

Training demand

Eighty percent of the jobs currently available to women are traditionally female jobs in subordinate positions. It is uncontested that women expect more than this. More and more women with high professional ambitions are making their presence felt; they seek a high professional status, a high salary, a high degree of job satisfaction, and good promotion prospects. The most ambitious do not hesitate to start at the bottom of the professional ladder, provided there are prospects of promotion.

Nevertheless, action should be taken in the following respects:

- information: many women would opt for a technical training with a view to a job in industry if they were better informed on the possibilities open to them, the intermediate agents they should contact, and the most appropriate ccurses of study;

- self-confidence: long periods of unemployment (longer for women and girls than for their male colleagues), interruptions in their working life, and the experience of non-satisfying work can cause women to under-estimate their prospects of successfully being able to undergo a training traditionally considered to be a male domain;

- the initial choice and the initial experience of work: both are factors which determine the rest of the individual's working life.

The response

The key-words in the response to a demand structuralized as described above are:

**Decentralization Diversification Individualization**

In view of the fact that their success presupposes a detailed investigation of the economic realities and the profile of female training demand, vocational guidance and placement services should establish a multi-faceted local contact network. They should

- involve themselves in the activities undertaken by organizations in which women are represented or by way of which women are afforded information, counsel, motivation, or orientation;
- involve local firms at all stages and at all levels of training;
- actively support the work of other training and orientation agents, whether these operate via the family, the school, or other intermediaries.

If the promotion of individualism and self-confidence is an indispensable objective, so too is reference during the selection procedures to work experience in preference to school record, and to motivation and individual talent in preference to knowledge and skills sanctioned by formal qualifications.

Working Group Topic 3:
Existing Mentalities, Attitudes, and Motivation

Those who have experience of trying to diversify training for women know the strength of the resistance concealed in traditional mentalities and attitudes.

It must be reiterated in this context that not all women share the stereotyped attitude that

- women's salaries are merely pin money,
- female commitment to an occupation is only marginal,
- promotion prospects and career opportunities for women are of only secondary importance.

On the contrary, many occupation-related criteria, for example the salary offered, are determinant factors for women in the choice of an occupation. It has been found that the women who are most ready to accept a traditionally male occupation are those whose prior work experience was well remunerated. Yet a distinction must be made between preference and the real opportunities offered on the labour market. Atypical working hours are likewise not an obstacle to motivating women vis-à-vis new occupations. On the contrary, they seem to adapt themselves very well to an à la carte work schedule which enables them to give free rein to their organization and planning abilities.

The resistance in fact resides elsewhere. It is manifest in particular

- at the time of recruitment: even during periods of acute labour shortage employers in industries such as chemicals and construction do not spontaneously recruit female labour;
- during the integration process once women have been recruited for a predominantly male occupation: women are not accepted without some hardship.

Prospects of this nature are exceedingly dissuasive to prospective candidates for new types of training. It is also understandable that many women renounce their preference in favour of the realities of the situation:

- job availability,
- post-training recruitment prospects,
- prospects of integration into the new working situation.

Experience has shown that the following are of value in overcoming apprehension and misgivings:

- mixed-sex training measures;
- prior examples: the efforts undertaken in the Federal Republic of Germany to provide girls with a technical training are beginning to bear fruit - female applicants for jobs in such traditionally male domains as mechanical engineering, electrical engineering, and carpentry are no longer regarded with astonishment;

- participation:
  - . participation in works' councils or trade union bodies on research projects seeking to find solutions to the problems of their female colleagues;
  - . participation of professional women in practical and theoretical instruction and in trainee follow-up measures;
  - . participation of employers at al stages of training, including guidance and motivation (observation and decision-making stages in enterprises);
- an efficient, direct, simple information system based on individualized contact.

It is self-evident that the initial orientation prompted by the family or the school is a determinant factor in subsequent choices. The family and the school continue to hold the keys to the occupational future of women. The initial choices - choice of school, choice of overall discipline, choice of subjects - are decisive to future occupational mobility and occupational development.

## 3. Improving the impact and efficiency of training for all

The advantages of every innovative project should be transposed to every type of training. The costly investments made in experimentation should find their justification in an improvement of the contemporary norm.

In the light of the success achieved by innovative training approaches, what should be recommended in order to make all training measures more accessible and more profitable to everyone? This is the third aspect of our reflections.

The project to diversify the vocational training of women raises the question - and also indicates a partial reply - as to an improvement in training in general. An analysis of the conditions for the generalization of the pilot projects shows that endeavours to respond to a specific need often entail developments which represent promising opportunities for the future of vocational training in general. These include

- general actions requiring the commitment of all relevant partners: employers and trade unions, training agents and trainees;
- a more qualitative orientation in the information, guidance and placement services;
- an upgrading of training and its better integration into working life in terms of schedules and form.

On the other hand, women and their demand for a diversified training provision lead us perforce to examine other issues vital to training yet directly related to work itself:

- its place among the other component parts of life;
- its distribution and organization;
- its humanization.

M. Pierret
1 September 1980

# Pilot projects: demands and questions

On behalf of the European Centre for the Development of Vocational Training over 100 innovative vocational training measures for women were identified in the EEC countries. "Innovative" as a criterion of identification included a variety of meanings. The initiatives sought should open up previously non-traditional occupations to women or introduce women into managerial positions previously not accessible to them. Finally, innovative measures could also be such as addressed themselves to a group of women who have either never,or for a long time, not been part of the working population.

A comparison of the identified programmes shows that all the EEC Member States are really still a long way away from having a system of training measures for women which would produce equality of opportunity in vocational training for them. Nowhere is there available a complete network of training and further training opportunities respecting all the decisive points in the underprivileged situation of women and girls typical both of vocational training and of the labour market. Such a network of training opportunities should start at the dividing line between school and the world of work. Here it should increase the range of possible job choices for girls through suitable orientation and motivation, should increase their participation in qualified training and create a willingness in them to regard vocational training and employment as a life-long process and not merely as a transition between school and marriage or as a possibility of supplementing the income in a marriage. Such a system of training, creating equality for women, should in addition ensure that women receive preferential access to training programmes, in which women have been chronically under-represented up to now, and that they also be given every opportunity to compensate for the deficits ensuing from socialization in the family and from the typical girls' education at school.

Women completing vocational training should then be given positions in accordance with their qualifications and not at an inferior level as often happens today. They should have the same chances as their male colleagues to make use of internal and external further training programmes in their further professional careers. Finally a system of vocational training, fair to women, should also take into account women who return to work after years devoted exclusively to domestic responsibilities or who perhaps wish to enter employment for the first time in their lives.

Many aspects resulting from the life pattern of women have not as yet received sufficient attention in any country in the world in systems of vocational training tailored to fit male needs and the normal male working career. If the survey results of the CEDEFOP study are taken for the European Community as a whole, one comes fairly close to the ideal of a network of training opportunities related to aspects of special relevance to women. It would of course be desirable for the innovative measures in orientation, first training, further training and "return to work" not just to be test projects but formalized regular training programmes. Nevertheless all the test projects may be considered as a first step along the road towards equality of opportunity in vocational training and on the labour market. Further steps which must now be taken are the examining of the transferability of projects from one country to another and their inclusion in regular training. Greater continuity and a complete system could thus be achieved in each country based on progress already made in some areas. The test projects, however effective they may be for the individual women taking part, can only really be considered successful when their innovative content and related conditions have become a part of regular training.

On the path which is emerging there are barriers with various causes which must be removed. It surely makes sense to identify these barriers in the individual areas and to establish what prospects of overcoming them are available.

1. Orientation

In the area of vocational orientation it was possible through spectacular activities to attract the attention of the girls as well as their parents, teachers and future instructors. The decision of the Belgian Labour Office (ONEM), for example, to open the craft and technical section of its job information and orientation centres only to interested females for six months provided the initial impetus for the extension of vocational choice possibilities for girls and women. It also clearly showed the will of this key institution to commit itself to be the aim of equality for women in the labour market. It is not, however, sufficient to carry out such action just once; it must become part of everyday reality. Counselling and orientation for craft jobs must not only be available to girls and women but must also deal with their special problems and wishes in what they present. The fact that for example in the information material of the Berlin vocational information centre, in films, series of transparencies, etc., men are always shown doing the jobs runs counter to the girls' identifying positively with the male images of these occupations. Besides, the initial impetus in the orientation sector must be followed by a corresponding training capacity in occupations which are new for women. The question should therefore be clarified as to how orientation and training are coordinated in the individual countries and how counsellors and careers officers are prepared for their task.

Orientation and motivation initiatives which are co-ordinated with the teaching in the final years at school are seen to be especially successful. This has been proved by the activities of a craft guild in south-west France and of the Irish Council for Equality, which approached their target group with printed and graphically illustrated informative material and also with open discussions and individual interviews. In Holland there are two foundations taking an interest in school-leavers' occupational choice. In the course of their work in orientation and motivation, the effectiveness of which is constantly evaluated through accompanying surveys, they have increasingly extended their activities to the final school years. They wanted to motivate girls as early as possible towards qualified training in general and to choose non-traditional jobs in particular. These activities were hindered by "demarcation disputes" because the local careers offices were of the opinion that the free initiatives, in which political parties, trade unions and women's organizations are represented, were encroaching on their domain of vocational guidance. Co-operation between the schools and institutions concerned with vocational orientation cannot be too close. In this work there must be room for innovative initiatives from outside the institutions. This important field of work often falls within the responsibility of several departments. Administrative bodies for schools, youth, education, employment and of course the careers offices may thus be involved. How does coordination function in such a confusion of competency?

2. First training

First training is closely connected to the area of orientation. For innovative, non-traditional occupations it is at its most developed in the Federal Republic of Germany in the programme of test projects run by the Federal Government and the Länder. As far as can be seen the test projects

"Girls in Male Jobs" have been successful in that they have shown that girls can produce the same performance and skills as boys. But do they find a "normal job" after their training in the test project? Success is achieved here when the shortage of labour in non-traditional jobs coincides with female or youth unemployment within a closely defined geographical area. The demand must therefore be made with regard to the lesser degree of mobility of women and girls that measures must relate to the local or regional labour market even if they stem from central authorities. How, then, is a centrally sponsored idea such as the test projects of the Federal Ministry for Education and Science being realized in the regional and local context? Who is providing the necessary analyses of the labour market? Who is responsible for motivating companies and trainees? Who is doing the recruiting in the last instance?

The training of women and girls in male occupations takes place with few exceptions in pilot projects which enjoy special status in many respects. Firstly they offer the girls and women a protective zone with strong support in a single-sex group. They thus promote the development of the girls' and women's self-confidence and creativity. Recent research in the United States on training institutions for women only, women's colleges for example, have shown that women there achieve more final qualifications with higher grades and are generally more productive and more creative than in mixed establishments. On the other hand, it is argued, especially among employers, that special measures for women would not meet with the approval of the male colleagues in a firm. In the future work situation, it is said, both sexes must work together and they must therefore be trained together. It seems certain, however, that adult women, even more than young girls, need supplementary measures specifically for women in order to be successful when they

start a non-traditional training course. In the training itself these measures may take the form of introductory courses providing compensatory education to fill in gaps in school education. Just as important is the accompanying social education, enabling problems arising from the training situation and also from the women's dual role to be dealt with in a women's group. Research should be carried out to determine which phases and measures should be planned as supporting measures and for which categories of women. Who is responsible for their design and implementation? How significant is so-called self-help among women in this context? There are indeed examples of women's organizations and groups - the Italian Women's Union (UDI), the Danish Women's Council, the Irish Women's Council - acting successfully in this area.

A further characteristic of the special status of test projects and the consequences resulting from them are the rulings exempting them from the restrictions of work safety regulations. For regulations governing safety, hours of work and place of work still normally prevent the training and employment of women in certain typically male jobs as for example in the building trade. It may then happen that in the Federal Republic of Germany a girl who has been trained in the trial project as a bricklayer may be prevented from working or not allowed to take the final examination. The German work safety laws are responsible for this. An urgent demand should be made for safety legislation which applies to women to be reviewed in each country and for it to be standardized at a European level. The tendency need not necessarily be towards removing work safety regulations applying to heavy physical work or night work. It should be more a question of providing equality for both sexes in work safety, perhaps extending to men safety regulations which previously only applied to women. What is being done

in the individual countries in this area which works to the detriment rather than for the protection of women? Which social groups are pushing their interests here? How is legislation being effected? Are work safety laws competing with anti-descrimination legislation?

3. Further training and promotion

The special status of test projects has of course consequences for further training programmes as well as for first training. The CEDEFOP study shows that successful promotion is a direct result of retraining and further training.
The difficulties and barriers which stand in the way are, however, more numerous and more serious than in the case of first training.

Women are for example less often included in and considered for further training schemes than men because they are employed in unqualified work for which no further training is given, or because they have part-time jobs in which no opportunities for further training exist. Even when the opportunity arises, they are often not able to accept it because the schedule for further training or re-training does not fit in with their domestic responsibilities. Women are often afraid of approaching the careers office to make use of its services and to take full advantage of already existing further training opportunities.

Positive examples illustrating ways of overcoming these barriers may be found in the reports from the different countries. For example in the Thomson enterprise in France qualifying courses for women were introduced in two firms on the express recommendation of the training panels in

these factories. The target group of these further training measures was generally unskilled workers. Their unsatisfactory work situation was to be improved through their acquiring knowledge of the electronic and electro-technical processes with which they were already concerned without understanding them. The greater number of unskilled workers affected by this situation turned out to be women. The women completed the further training, which led to a qualification as skilled worker, with a high degree of success and afterwards achieved actual improvement in the form of promotion and higher wages. They nevertheless suffered to a certain extent from the double strain of domestic responsibilities and training running concurrent with their jobs. To determine the ability of women to cope with the dual role and to use otherwise unexploited human potential were the objectives of another further training programme benefiting women doctors in the United Kingdom who had not been able to take up employment after their university examinations. The women are being given the opportunity to do their post-graduate training part-time in the regional divisions of the National Health Service. This initiative, too, may be regarded as a success because the participants have good prospects on the labour market.

In order to enable women generally to take part in further training programmes on the basis of equality a definite number of places should be reserved for them in these measures, which is in part already the case. This "quota" could correspond to the percentage of women in relation to the total personnel in the case of employers' further

training schemes; a guideline for independent training bodies could be the percentage of women in relation to the population or to certain previous professional qualifications. Flexible hours during training, taking into account the women's double work load, are as important as a range of supporting measures which should include child-minding, compensatory education or self-confidence training.

4. "Return to work"

Many criteria which are required to make further training opportunities for women really acceptable opportunities are relevant to "return to work" measures. Such measures are to be found in almost all EEC countries, which shows that women, even married women with children, are increasingly anxious to enter the labour market in spite of women's unemployment and the economic crisis and in spite of social-welfare policies using financial incentives to keep women at home. These programmes have been most extensively developed in France from where the so-called "retravailler model" has had an influence on other countries. Measures which are successful in that they aim at permanent integration in the labour market are especially those which combine vocational training with motivation, orientation and other support schemes. A programme strictly limited to motivation and orientation is inadequate. The women's motivation will be undermined if after a successful motivation phase they must then, on their own and with difficulty, find a training place and later a job. Those responsible for the orientation and training sector should therefore work together as is the case in France where careers officers,"retravailler", women's information centres and training institutions combine at a regional level in a sort of association. The question must be raised in

this context as to how companies interested in employing women can be included in this work.

A feature of the "return to work" measures especially in the Federal Republic of Germany is the relatively high drop-out rate. In the case of unemployed women with so-called placement difficulties who participate in "return to work" programmes there is evidently an accumulation of "negative" social-statistical factors. The women are divorced, are on their own, have a lot of children, have no school-leaving certificate and have no job-experience, etc. They frequently abandon training because they have been offered financially more lucrative employment. For this target group in "return to work" programmes it is extremely important for the training allowance to be so calculated that the women can really support themselves on it and for example meet the costs of child-minding from it without difficulty. These allowances are awarded in the various countries in accordance with legal rulings. How do they compare at a European level? Are they adequate? Who informs the women of existing legal and financial possibilities?

The European countries have taken various routes towards adequate training opportunities for women. The demands and questions resulting for the various sectors of orientation, first training, further training and "return to work" are therefore not of equal importance for each country. Against a background of historical, economic and social development differing emphases have been made in the various countries in their strategy of equality of opportunity. Yet in these differences lies a chance for the members of the European Community, at a conference such as this for example, to learn from one another on very specific questions.

# Group 1

SOCIAL, MATERIAL, AND OCCUPATIONAL SITUATION,
DEVELOPMENT OF EMPLOYMENT, WORK ORGANIZATION AND TRAINING

I. DIAGNOSIS

1. The spectrum of occupational activities accessible to women and girls is known to be restricted and numerous contemporary developments indicate that it is likely to become even more so in the future. These include

a) the elimination of traditionally female workplaces in the public and private services sector in the wake of increasing mechanization and industrialization;

b) the substitution of cheap data processing and microelectronically controlled technology for assembly-line jobs workplaces in the industrial sector in the interest of greater productivity, and the elimination of unskilled work thereby incurred;

c) the transfer of workplaces in the textile, garment, and electronic branches to cheap-labour countries; these workplaces had traditionally been occupied primarily by women and low-skilled workers.

2. Typically female workplaces bear one of two mutually exclusive characteristics:

- they seldom demand skills which cannot be acquired within a short training period, or

- they presuppose a good general education and an additional commercial, administrative, or social qualification suitable for application in commerce, the administration, or the social services, or in the service of the liberal professions.

3. The general education system and the vocational training system have departed from the assumption that there are primarily two types of female worker:

a) the girl who completes compulsory schooling and accepts a more or less unqualified job, thereby renouncing many of the training opportunities which would assure her a better job;

b) the girl with a relatively good general education and an additional commercial, administrative, or social qualification who undertakes a more skilled job in an office, the retail trade, or as an assistant to a practitioner in one of the liberal professions.

The girl in a) above is thus condemned to unskilled work; the girl in b) above is usually dependent on the "assisting" occupations which likewise offer only poor chances of advancement.

4. Access to a technical, scientific, or otherwise specialized training was and continues to be for the main part denied to women. Although a number of exceptions to this have been evident in the sciences in recent years, the occupation aspired to even in these cases is usually one in the social sciences, medicine, pharmacy, teaching, etc. and not one relating to technology, economics, or the traditional sciences.

5. Despite the fact that from a quantitative viewpoint the participation of girls in training measures has virtually caught up with that of boys in the last two decades and has even become disproportionate in the light of the restricted number of job opportunities at a number of levels, as far as the qualitative viewpoint is concerned girls continue to suffer from discriminatory practices in so far as they are denied access to the most attractive skilled worker and employee occupations and many medium and high-level careers in technology, economics, and administration. Training places in these fields are often subject to numerus clausus restrictions or are offered on the basis of traditional criteria which allow girls only small hope of being selected. Although cases of formal discrimination are limited to but rare examples, there nevertheless remain far too many effective restrictions which serve to further downgrade the occupational and social status of women.

6. Various surveys have shown that work in the branches and sectors of the economy which cater primarily for female labour is characterized by

a) poor working conditions such as repetitive, monotonous work on isolated parts or a large degree of dependence on the work approach and work capacity of the direct superior;

b) a large degree of dependence on the economic situation with a correspondingly high employment fluctuation rate;

c) a relatively high likelihood of becoming superfluous on account of the automatization and rationalization possibilities offered by modern technology; one important exception is work in the public service, an employer of a large volume of female labour, which offers a large measure of job security and relatively good career prospects and earning possibilities.

7. Within these areas of typically female work it is generally found that there exists

a) a low degree of organization in terms of trade union and/or professional organization membership;

b) a high proportion of part-time and shift work, this in turn implying a barrier to self-identification with work and occupation (i.e. to any aspirations towards career advancement and improvement of occupational status), and a barrier to the development of a sense of solidarity with colleagues;

c) a concomitant lack of in-firm representation of worker interests which might otherwise operate in favour of greater occupational qualification and an upgrading of occupational status.

8. The social, material, and occupational status of women should be assessed in the light of all these factors. The occupation/work orientation of women can thus evolve only within the constraints exerted by the structural conditions governing their work. This implies that vocational training should be viewed with greater reference to the employment system and the labour market within which it operates.

## II. CONCLUSIONS

1. Any change in the provision of vocational/continuing training should be accompanied by a change in the social, occupational and material situation of women in the organization of labour. For example, the more stable sector of the labour market - at present occupied by middle-aged male labour and relatively independent of fluctuations in the economic situation - should be made much more easily accessible to women.

2. The division of the labour market into a primary sector with relatively high job security and a secondary sector serviced primarily by women can be overcome only if the job risk is shared equally between the sexes, a condition which presupposes, inter alia, an improvement in opportunities for occupational qualification for women by way of an expansion and improvement of existing vocational training provision.

3. In addition, new incentives and options should be introduced to enable men to voluntarily leave working life for a limited period of time. Such breaks should take the form of leave for training or other purposes and be accompanied by appropriate social and material incentives so that leavetakers view their off-work periods as a genuine alternative to a unilateral work orientation and an opportunity to fully develop themselves by way of continuing training. If it

proves to be possible to offer men, too, genuine alternative to their occupation and work orientation, women could then achieve an occupational status which is comparable with that of men.

4. In estment based on pilot projects to train women for manual and traditionally male occupations runs the risk of only superficially remedying the disadvantage suffered by women as long as typically female vocational training provision fails to undergo a substantive and conceptual revision.

5. Occupations and professions and the corresponding training opportunities open to women should be diversified and made qualitatively more attractive and more widely applicable. An occupational qualification acquired with a view to a long-term guarantee of work will in future be as natural for women as it now is for men. The administration and the social partners should prepare the ground for such a development by the provision of appropriate training opportunities.

## III. SOME UNRESOLVED ISSUES

1. Which social and material conditions would have to be created on the employment market and in the overall organization of labour if the approaches being pursued in the experiments examined by CEDEFOP and the experiences derived therefrom are to be expanded and transposed into practice?

2. To what extent are the generalizations listed under II above in fact valid and to what extent can steps be undertaken to improve the work and training conditions of women in the direction described?

3. Which measures might be taken to

- improve and expand training provision and its accessibility?
- create appropriate conditions for a greater participation of women and girls in high-level technical, scientific, and otherwise specialized training?
- improve the quality and expand the learning content of typically female occupations to make the former compatible with those obtaining for male occupations?

4. Which conceptual changes are necessary in the vocational training and vocational guidance system if

- women are to gain greater access to advanced technico-scientific qualifications?
- the training opportunities traditionally regarded as typically female domains are to be made more attractive to men?

5. What subject matter has hitherto been largely neglected in the typically female training courses and should now be introduced with a view to

- enabling women to better understand their own situation in order to take self-help measures to improve their occupational status?
- making women more cognizant of their occupational or work orientation (e.g. by way of a detailed knowledge of the world of work, economic, political, and in-firm decision-making processes, and in-firm organization)?

6. In which sectors of the economy and in which occupations has most ground been lost as regards

- the quality of training for women and girls,
- the volume of training provision.

7. What can be achieved towards a more equal distribution of the job risk between the two sexes by way of vocational guidance, job placement schemes, continuing training and retraining?

8. What measures can be taken to prevent women from being trained for occupations with a primarily manual/physical orientation which are no longer sought after by men on account of impending technico-economic restructuring of their less favourable conditions?

9. What steps can be taken to complement both general education and initial vocational training with a specialized training which ensures that both the short-term prospects of women becoming integrated into working life and their long-term prospects of employment and further training are guaranteed and upgraded?

10. Which legal and contractual measures would constitute the necessary framework for such a development?

## SUMMARY OF THE DISCUSSIONS IN GROUP I

### Introduction

Group discussion was based on an essay prepared by Burkart Sellin of the CEDEFOP. The essay gives a brief analysis of the fundamental factors that influence possibilities for vocational training and employment, especially in relation to the women's group.

At the same time the essay poses a few questions as to the methods that would be the most expedient in ensuring that women are integrated into the various forms of vocational training and into the labour market.

The results of the group discussion are outlined in the recommendations submitted below. By way of introduction I shall very briefly summarize the topics touched upon in the discussion, topics which the group considers of primary importance.

Women's dual job situation and the implications involved in holding down a job as well as coping with housework. The members of the group were of the opinion that it should be the responsibility of society to alleviate this conflict, and that men and women in collaboration should solve this problem by sharing the work both at home and on the job, and furthermore that women should be given the opportunity to adjust their working hours according to their obligations in the home.

These discussions led to an exchange of views regarding the topic of part-time jobs and flexible working hours. Arguments were put forth on the possibilities for part-time jobs and flexible working hours for both men and women. It was generally felt that the demand for part-time jobs during a period of economic recession should not just be on the part of women; however a few members of the group felt that it was in effect the obligation of women to accept reduced working hours during such periods.

Various motivating factors as described in the report on innovative initiatives were thereafter discussed. It was mentioned that a quota system might be of help in promoting access for women to unconventional areas of education and employment. Not everyone was in favour of such a quota-system, but there was general concensus that special measures should be put into effect in the transitional periods to facilitate access for women to education and jobs on a broader scale.

Specific motivational and training problems in connection with the training of women to unconventional professions were discussed. It was suggested that women be introduced to new trades through courses planned especially for women, and it was emphasized that women, through specialized training programmes, should have the possibilities of gaining the same professional attributes as those attained by their male counterparts by the use of tools and implements.

In discussing methods of giving guidance to women, it was stressed that women should be motivated to enter technological fields as well as training for jobs that will eventuate as a result of technological advancement and changes in the labour market.

It was further emphasized on the part of several members of the group that the time allotted to prepare women for training and especially for training in special, unconventional fields should be extensive and coupled with an offer of personal support. Both preparation and training should be in direct relation to subsequent job possibilities.

The problem of disqualification was mentioned in connection with the changes that can occur in areas to which women are steadily gaining access, as well as the dangers involved in expanding fields traditionally dominated by men to include women.

## Main points and conclusions

The discussion of the work group can be structured on the basis of two important phases of development:

(i) introductory instruction which would form part of the normal schooling process, and the transitional period from school and into the work-force, which in this context is called 'preparatory vocational training';

(ii) the actual vocational training which is offered following normal schooling and qualifies for subsequent professional employment.
This discussion included various educational means and initiatives in connection with the re-introduction of women into the labour market. This is here referred to as 'vocational rehabilitation'.

The following is a summary of the main points and conclusions of the group discussion.
These points are to be interpreted as proposals and recommendations which the group sees as fundamental in working out plans of action in the various countries with respect to amelioration of women's job possibilities.

## I. Preparatory vocational training

This can be divided into four separate aims/areas:

A. Providing information directly to young people,

B. Providing information indirectly through education,

C. Content and techniques in education and educational programmes,

D. Public service systems and an overriding policy as regards support in the choice of education and vocational training.
In this regard the work group makes the following recommendations.

## A. Directly influencing young people

A.1
Both male and female students should be informed in detail on a theoretical as well as a practical level about their future job prospects. In this connection one should especially emphasize the particular problems facing girls and young women. Information on the Acts for equal treatment for men and women as regards access to employment, etc. should be made readily available in the schools. The entire information process should be extended to include higher, secondary and tertiary educational levels as well as primary schools.

A.2
Initiatives such as those mentioned above should be complemented by broader campaigns with a view to informing the general public, including parents, employers, etc. in order to provoke a greater and more profound understanding of the principles of equality.
All facets of the media, including mass media on a national scale, should be utilized in spreading information over as broad a spectrum as possible.
All children and adolescents should be schooled in the duties and responsibilities of family life. Social, psychological and economic aspects of family life should be instilled in children and young people throughout the entire course of their educational life.

## B.
## Influencing teachers and educationalists

In order to effect a change in the opinions, conceptions and knowledge of young people confronted with the problem of choosing a vocation, their teachers and educationalists, who by their own attitudes and perceptions bring to bear an indirect influence on the children, must themselves be tutored in new ideologies and ways of thinking.

B.1
All educationalists, primary and secondary school teachers and teachers in vocational training programmes should be thoroughly briefed in matters pertaining to equality, and trained to incorporate what they have learned in their own student-teacher relationships, especially when dealing with areas of education that have a direct bearing on future employment situations.

B.2
Teachers and educationalists on all levels should be given the opportunity to study conditions in the labour market both in connection with primary education and as a part of secondary and tertiary educational measures, so that this knowledge can be incorporated in student counselling regarding job selection.

B.3
In planning preparatory vocational training it is essential that a rapport be established between teachers in vocational training and teachers in academic subjects, to coordinate their efforts in the actual teaching process.

## C.
## Content and techniques in education

This discussion included alternative subject-matter and methods which should be used in connection with a conscious effort to extirpate inequality between the sexes in the labour market.
Among others, the following points especially should be taken into consideration:

C.1
Co-education should be a fundamental educational policy, but this should make allowances for the fact that young girls require specialized student counselling, so that a basis for equality between the sexes in preparation for and entry into the labour force is established.

C.2
In countries where this is feasible, it is preferable that practical trainee work be an integrated part of the normal schooling process.

C.3
During the course of their preparatory training, girls especially should come into contact with concrete job experiences from various occupational areas, including those that have traditionally been associated with men.

## D.
## Public policy concerning aims and means: efforts to achieve greater equality between the sexes in the work force

D.1
The student counselling programmes that are offered in schools as regards job selection and subsequent professional employment should be lcosely linked with actual and realistic job possibilities. It should be emphasized that changes brought about for example by technological advancement will have a direct influence on educational and vocational prospects for young people.

D.2
The discussion went on to point out that the responsibility for vocational guidance and counselling should be shared between various instances of authority, in particular employment offices in close cooperation with schools, educational centres and teachers.
The purpose of this cooperation is to give young people the most diverse and comprehensive picture of their alternatives in vocational training and job possibilities.

D.3
Plans of action should be formulated in order to ensure women equal access to more comprehensive and protracted theoretical training programmes. In addition, women must have support in taking advantage of opportunities for supplementary and specialized postgraduate courses. One of the primary goals must be to strengthen and maintain women's foothold in the labour market, and their chances for promotion on the same level as their male counterparts.

## II.
## Vocational training

In the matter of job training for women who enter the labour force at various levels with the purpose of starting an education and in connection with those measures that are taken to re-introduce such women into the job market and the solving of adaptation problems, the women's group suggests that the member countries deal with the following recommendation which may be divided into the following categories:

A. Plans of action pertaining to vocational training and employment,

B. Direct intervention in areas having a direct bearing on the labour market,

C. Aims and means in public policy evaluated with a view to establishing equality in the labour market.

## A.
## Plans of action pertaining to vocational training and employment

A.1
Plans of action should have the overall aim of making women more aware of their role both in the work-force, and in relation to economic situations in their individual countries.
In general the programmes should include information about women's present and potential prospects in education and employment, especially for women who are about to re-enter the labour market.

A.2
Plans of action involving the latter group of women should be of an introductory, informative and motivational nature, and should be elaborated in such a way as to combine theory and practice. This would allow the participants to experiment and acquire a background of experience, so that re-entry into the labour market could be accomplished without exaggerated personal or work-oriented difficulties.

A.3
The participants themselves should therefore take part in the planning and implementation of the training programmes to ensure that their own specific needs and interests are taken into consideration. It would be preferable that these programmes include both sexes, and that equal opportunity to attend these programmes is provided.

## B.
## Direct intervention in areas that relate directly to conditions in the labour market

In the initial approach to the problem it is clear that women's presence in the work-force is dependent on structural circumstances, such as economic conditions, traditions and cultural patterns, within the individual member countries. In this regard the group made the following recommendations:

B.1
In planning educational measures within the school system itself as well as taking into consideration the time factor, a degree of flexibility should be allowed for in deference to women's unique situation. The training programme should be based on the principles of adult pedagogy and on the participants' qualifications and backgrounds.

B.2
Training could also take the form of part-time study, based on the assumption that both men and women are able to combine educational, vocational and family obligations.

B.3
To reinforce women's possibilities and motivations for taking part in job training, economic support should be extended in the form of indemnification or compensation corresponding to current wage levels.

B.4
As previously mentioned, these measures should be extended to include men as well as women. In dealing with rehabilitation and re-education a certain degree of flexibility in the scheduling of such programmes should be allowed for, both for men as well as women. This refers especially to the daily scheduling and duration of training (i.e. daytime or evening classes) as well as the length of duration for the entire course.

## C.
## Aims and means in public pertaining to equality in the labour market

C.1
We recommend that research projects in the individual countries be carried out in order to examine possibilities for promoting women's complete integration into the work-force. These should comprise a detailed analysis of training and employment of women in unconventional areas of the labour market.

C.2
Women who are re-entering the work-force should, through public employment offices, have access to broader and more comprehensive information. The mass media should be utilized in spreading this information, and campaigns conducted in places where women generally congregate.

C.3
It is necessary to carry out a careful analysis and planning to ensure that the job possibilities—both in their scope and content—will qualify both women and men for those jobs that are actually available in the various member countries. This applies primarily to women who re-enter the work-force, in that a job prospect having direct bearing on previous vocational training would be a strong motivating force and of vital importance to the success of vocational rehabilitation.

In conclusion, the work group stressed that labour and management must, by means of legislation and/or negotiation, ensure that women's vocational qualifications are realized and put into practice within their job situation in order to guarantee that women do not accept jobs of a less professional nature than do men with similar educational backgrounds.

## THE FUNCTIONING OF THE VOCATIONAL GUIDANCE AND PLACEMENT SERVICES

A) Occupational information and innovation

- in writing: leaflets, documentation, etc.;
- audio-visual: films, slide-shows;
- oral: individually or in group.

Question: Are all jobs presented without indication of sex?

If so: Who took the decision to do so?
How was the decision implemented?
What resources (human, financial, etc.) were allocated?

If not: Is any action envisaged?
What action?
If not, why not?

B) Occupational guidance and innovation

Situations: female school-leavers,
unemployed women,
women returning to employment after an interruption.

Cases: - attitude towards and counselling of girls and wo
- who want to train for a non-traditional job,
- who want to enter a non-traditional trade.

- attitude towards and counselling of unemployed women who lost their job in a traditionally female sector hit by the economic crisis: guidance towards other, male, sectors? If not, why not?

Policy: Is there an official policy on this matter (objectives, means)?
Are some measures envisaged?
If not, what action should be taken?
At what level?

C) Job placement and innovation

Situations: - Effect of anti-discrimination legislation:

- attitude of employment officers towards employers who specify one sex or another in their job offer;
- selection of job-seekers sent to the employer.

- Specific programmes to help the occupational placement of women trained for non-traditional jobs.

Policy: Is there a policy in this field (measures against female unemployment, insertion of girls into their first job, etc.)?
If so, by which means and with what results?
If not, what action should be taken?

**Summary of the discussions in Group 2**

Our brief in Group 2 was to look at 'The functioning of the vocational guidance and placement services' and it was on this area that we concentrated. However, it became clear early in the day that the topic could not be considered in isolation. The point was made forcibly and repeatedly that without cooperation between all the links in the chain, success could only be minimal. These links in the chain were seen by the group to include: parents, teachers, vocational trainers, those responsible for training the teachers and trainers, the employment services, employers and trade unions. The implication seeking cooperation between all of these links would seem to be almost utopian, representing a grand national manpower plan focusing on the role of women in the economy and requiring massive political commitment.
However, the notion of cooperation between the links in the chain can realistically apply on a much smaller scale. In any innovative programme to equalize opportunities, all the relevant parties can be involved from the inception of the programme, possibly in the role of a steering committee for the programme. Thus all interest groups can be involved in the design, the implementation and the success of the programme. If the cooperation of any of the links in the chain is absent it can result in the women who participate in the programme being in fact encouraged up a *cul-de-sac*. The most common example cited related to the absence of either employer or trade-union commitment to a training programme, which resulted in well-qualified women not being able to gain employment at the end of their period of training. Guidance counsellors are naturally wary of guiding women into disappointment.
In view of Group 2's conviction about the need for cooperation our discussion and our proposals ranged through basically six aspects of the problem.

These are:
**A. Education**
**B. Career guidance**
**C. Vocational training**
**D. Placement in employment**
**E. Legislation**
**F. Financial instruments**

Naturally in view of our brief we concentrated on career guidance and placement in employment. Our proposals relating to legislation and financial instruments are relatively brief.

**Proposals**

**A. Education**

1. Include in the education curriculum at all levels socio-economic information on industry working life and focus particularly on women and employment.

2. Train teachers at all levels to have information and to be aware of the problems caused by sex-stereotyping of roles.

3. Provide teaching materials on the subject.

4. Begin career counselling at the first year of second-level schooling, particularly in order that girls make subject choices which will later allow the option of a career in technical areas.

5. Integrate self-presentation skills to second and third-level education.

**B. Career guidance**

1. Include in the training of career counsellors:
   (i) knowledge of the position of women in the work-force;
   (ii) knowledge of equality legislation;
   (iii) counselling skills to deal with girls' and women's stereotypes of what is appropriate employment for them.

2. Establish that one of the criteria for successful counselling of women/girls is that it includes offering the full range of job options.

3. Brochures and publicity material to include photos of both women and men in untypical occupation.

4. Careers exhibitions to feature women who have careers in traditionally male areas and make a particular effort to attract women to come.

5. Employ more women as guidance counsellors.

6. Counsellors to visit schools to inform women of the full range of job options and to explore the value of a 'career' as opposed to a 'job'.

7. In advertisements both for training and employment to specifically invite women to apply. It's not enough that this is implicit.

8. Where necessary the guidance service to help clients to develop job-finding/self-presentation skills.

**C. Vocational training**

1. Induction training courses for women to allow them to sample a range of skills traditionally undertaken by men and then leading to skill training in a specific area.

2. Conversion training for girl school-leavers who did not take mathematics and other technical subjects at school.

3. At the inception of any innovative programme for women to train them for traditionally male occupations, involve both employers and trade unions. Consider underpinning employers' commitment to the success of the programme and to the placement of the women in employment, by involving them in the selection of trainees.

4. The choice of the traditionally male area for such programmes is vital. Factors in the choice include:
   (i) Is it an area of labour shortage?
   (ii) Is it a growing area rather than one that is in decline and which men are seeking to leave?
   (iii) Is a broadly based, thorough training involved rather than a short job-specific one?
   (iv) Will women have good promotional prospects in the occupation?
   (v) Will re-entry to the occupation after a break be feasible?

**D. Placement in employment**

1. Undertake an objective enquiry to find out how many employers will employ women and in which traditionally male occupations.

2. Training of placement officers should include:
   (i) knowledge of the position of women in the work-force;
   (ii) knowledge of equality legislation;
   (iii) skills to explore sex-stereotyped attitudes which employers may have.

3. A clear requirement by the management of placement services that placement officers consider suitably qualified women for all vacancies and propose them positively to employees.

4. Employers and trade unions at the level of the individual firm to have dialogue on the employment of women and men in existing 'single-sex' jobs.

5. Ensure that redundant women trained in traditionally male occupations get full unemployment benefits (Denmark).

6. Employ more women as placement officers.

7. Workshops for groups of employers with a view to information and exchange.

**E. Legislation**

1. Consider removing the night work ban but ensure that it doesn't end up with women taking jobs men don't want.

2. Monitor protective measures carefully especially regarding maternity provisions. Introduce paternity leave.

3. Weight lifting demands should be lessened for every one.

**F. Financial instruments**

1. Staff and financial resources to be made available to extend pilot programmes into the mainstream of training activity.

2. Change the structure of financial incentives designed for job creation (both jobs in new industry and new jobs in existing industry) to build in criteria which support women.

3. ESF funding to be available for training women already in employment for traditionally male occupations.

# Group 3

We suggest that as a starting point for the discussions of the working group we take the findings of an internal survey conducted in a Member State on the constraints hampering the placement of unemployed women or women in general in mixed jobs, in the sectors with few women or in the male occupations.

We will then successively examine the attitudes which were found, first among the employers, and then among the male workers and in the employment services, in order to compare them briefly with one another. Then, there will be a brief section on the opinion of the women themselves. To conclude, a certain number of questions will be taken as the point of departure for the deliberations of the group and for the understanding of the mechanism which triggers off the traditional stereotype reactions when the phenomenon of women's work is broached, and care will be taken to see that the discussion concentrates essentially on the way in which placement officers and counsellors can counter these stereotype reactions.

## 1. The employers

### 1.1 Women's work as seen by the employers

1.1.1 The present economic depression puts women's work as a whole in question.

The available manpower is quite sufficient to satisfy the manpower requirements of the firms and the male worker enjoys priority in employment.

First of all, a solution to male unemployment should be found; the recruitment of women will run counter to the interests of the men who are always considered to be the bread-winners of the family.

The role of the woman is primordially to look after the house and the education of her children. Her work can only be considered as something complementary and provisional in nature.

1.1.2 There are occupations which are typically feminine, for example, education, medical and para-medical services, cleaning, manufacture of ready-made articles, guidance and care, social sector, beauty care. These occupations require the qualities and the aptitudes which come naturally to women.

1.1.3 There are female functions. Women are better than men in work which involves delicacy of execution, requires patience and dexterity.

Women want work which consists of carrying out instructions, which does not entail any responsibility. Women have no ambition. They are less motivated to accept leadership functions.

Women are not capable of directing a team and exacting obedience.

1.1.4 Even if a woman works, she has a social role to fulfil. Married women should primarily look after the education of their children. The household and maternal duties of a woman have a restricting effect on her interest in and her availability for a working life.

The absence of the mother from the home is one of the causes of juvenile delinquency.

Family considerations are the source of the disruptions in women's work: interruption of the career - absenteeism.

1.1.5 Consequently, women's motivations for employment as seen by the employer are as follows:

Women are occasional and non-professional workers. They work to augment family income with the minimum amount of effort required.

Their salary is a means of achieving a higher standard of living.

They have little interest in their work which for them, is a means of overcoming boredom at home.

1.2 **Arguments advanced to justify their opposition to the employment of women in the male sectors**

1.2.1 Fear of the reaction of male workers

- The workers feel threatened by the access of and the competition from women in occupations which were traditionally reserved for them up to now.

  For them, the separation is a sort of privilege which ensures them more interesting work (qualification and salary), a privilege which they intend to keep.

- The employers already have enough problems without adding the worries and the lost time which will not fail to arise from the proximity of men and women in the workshops. They are afraid of grave psychological problems, of tensions both in the professional and emotional fields.

- The workers are afraid of being disadvantaged by a new division of labour: e.g. the necessity to work at night, to be forced to handle only the most heavy pieces of material if women are introduced.

1.2.2 The exercise of a qualified trade requires a long apprenticeship which is a barren investment for the employer in view of the possible disruptions mentioned above (interruption of the career, absenteeism) - all the more so, as they do not know whether the occupation of women in these trades will be something of a lasting nature. Once the fashion changes, women will return to the trades they prefer.

1.2.3 Employers mention the fragility of women. They cannot lift heavy weights, climb up a ladder or a scaffolding, or work in a recumbent position.

They cannot bear low temperatures.

The handling of sheet-metal will spoil their hands.

Filthy work is contrary to their nature.

## 2. The male workers

### 2.1 Women's work as seen by the male workers

2.1.1 They too believe in female occupations: care, guidance, education, sales, social sector, social welfare, ready-made goods; and in female functions: women have no feeling for certain functions (handling of machines).

They are suitable for routine work, for jobs requiring patience, for lower administrative functions.

2.1.2 Women only have a weak motivation for work.

Women work so that they can get additional income, get some luxury, get money to spend, maintain a high standing.

But the male workers also impute other motivations to them.

Women work to get an income equal to that of a man, together with the greater independence which this entails.

Women work out of interest for the job or even ambition.

2.1.3 The hiring of women is due either to the fact that they are prepared to accept a wage lower than the usual one, or because the employer has some motivations of his own.

## 2.2 Access of women to the male trades as seen by the male workers

2.2.1 The great majority thinks that women are capable of exercising these trades and that their integration will mean more competition.

The following trades are mentioned: mechanic, electrician, cabinet-maker, chauffeur, agent, etc.

Most of these workers are in favour of mixed workshops where men and women have the same functions.

2.2.2 Others (particularly those above the age of 40) believe that these occupations do not correspond to the ature of women, that they can only do light work, that the result will be jealousy on the part of the men. They doubt if they are really interested in these occupations and also whether they are hard-working enough. For them, a certain number of specific tasks can be done by women: cleaning, removing grease, polishing, packing, controlling, carrying materials for short distances.

They are afraid of discrimination if women exercise the same functions: the same wage for a lower output from the women.

For certain trade union representatives, one principle is embedded in the attitude of the male workers: "first of all, work for men".

3. The employment services

The placement officers point to the opposition in the working environment to justify their scepticism and their cautiousness.

This scepticism relates to the possibility of placement and not to the ability of women to exercise these so-called male trades. They do not encourage unemployed women to go in for training which will lead to these trades.

Furthermore, the same prejudices on the role of women are to be found in the trainers, in the placement officers and in the other employment services. However, they have less doubt about their motivation.

COMMENTARY

The employers like to talk about the weak motivation of women, their salary for their own expenses, their temporary work, as a solution for boredom or as an additional income, the fatigue resulting from the accumulation of work from their family tasks.

As against this opinion, that of the male workers has some differentiation: there are fewer who doubt the ability of women, their motivation with regard to jobs bearing responsibility and their desire for promotion.

This explains their fear of competition.

All these fears, those of losing less-expensive female workers and those of competition, are masked by the arguments of nature.

The social order is felt to be the order of nature.

1. The woman: bears and nurses her child.
   The role of the woman is education within the home.

   The woman: should not work, but if she works then her absence should be as short as possible or inaptitude attributed to the ability to travel.

2. Certain tasks are the expression of the nature of women. As their activity can be explained by nature, it is no longer a free activity, it is a function which requires no further thought.

a) These are tasks which are repetitive like the cycles of nature.

b) These are the functions which are an extension of their role: education, care and guidance.

## AND WHAT DO THE WOMEN SAY?

Their answers are diverse and disparate. This is the result of an uneasiness due to the fact that it is more difficult to resist a stereotype reaction than to go along with it, and that this stereotype reaction is more predominant among those classes of the population from which the majority of the women interviewed came.

Many suffer from the senseless monotony of their tasks. They are proud of their economic independence which helps them not only to be less afraid but also to assert themselves in a discussion with their husbands; they merit consideration because they are paid.

They appreciate the bonds which are established at the place of work. They sometimes have a feeling of guilt towards their families.

They show ambition and/or a very lively interest in what they do.

They also think there are female occupations although they believe that women can exercise these male trades which they view as a solution to unemployment and a means of getting a higher salary.

They have doubts about their own abilities if they have never had any contact with these occupations.

They are afraid of not being accepted by their male colleagues.

These conclusions are confirmed by the results of the training organized in Charleroi, Hasselt, Tongres and financed by the European Social Fund.



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## QUESTIONS FOR DISCUSSION

1. Are these the stereotype reactions which you receive from the employers and the workers?

2. Do you endorse them? Do you yourself agree with some of these particular points?

3. What do you suggest you can do in your work to fight against this resistance from both groups, against the uncertainty of women, because, whatever the opinions may be, the European directives are restrictive with respect to equal salary?

Against the background of an introductory paper presented by Christine Jonckheere on the problem of negative factors obstructing the employment of women who have either become unemployed or are looking for their first job, particularly in occupations traditionally reserved for men, Group 3 undertook to consider what actions might be taken *vis-à-vis* selected social groups in order to change the prevailing attitude according to which the right of women to employment is not a phenomenon to be accepted and put into practice, above all at a time characterized by a labour market very much weakened by the phenomena of high unemployment, underemployment, and the practice of non-institutionalized occupation.
The question was raised as to what steps might be taken in order to change attitudes and behavioural patterns concerning the entry of women into working life which prevail in the following social groups:

**(i) entrepreneurs and company managerial staff,**
**(ii) male workers,**
**(iii) placement officers,**
**(iv) women,**
**(v) government policy decision-makers.**

For each of these social groups measures of intervention, either direct or indirect, were proposed, as discussed below.

## 1. Entrepreneurs and company managerial staff

This social group tends to reject the presence of women in working life, be it for reasons stemming from traditional ways of thinking, be it for financial reasons.

**In order to sensitize this social group, the following lines of action were considered feasible:**

(i) actions at local level consisting of exchanges of experience between companies which have women on their payroll and companies which continue to close their eyes to this problem;
(ii) measures aimed at encouraging entrepreneurs to determine within their companies which jobs could be taken over by women and to commit themselves to employing women rather than men on these jobs;
(iii) training programmes dealing with the problem of the entry of women into working life and aimed at effecting a change of attitude regarding the ability of women to perform certain types of jobs, absenteeism, and the cost of female labour (concerning this latter point it was suggested that research be undertaken in order to show that the cost of female labour is in general not higher than that of male labour and that in the last analysis a number of underlying factors are determinate which the entrepreneur also has to take into account);
(iv) training courses for medium-level and high-level personnel management staff aimed at preparing them to accept women workers and manage them efficiently;
(v) measures requiring entrepreneurs constructing new plants to plan work organization, machines and equipment, sanitary installations, and the general layout of these plants in a manner which takes the presence of female workers into account and to alter, whenever possible, existing plants in order to properly accommodate female workers.

**With regard to the costs which would be involved in achieving this change of attitude it was proposed that:**

(i) the European Social Fund and the State contribute to the financing of structural measures taken in companies to facilitate and encourage the employment of women;
(ii) the State contribute to the social costs of female labour out of budgetary funds;
(iii) funds be provided under Chapter 5 of the European Social Fund not only for vocational training projects for women but also for projects of sensitization, orientation, and training concerning the problem of the entry of women into working life which would be open to the target group of entrepreneurs and company managerial staff.

## 2. Male labour

With regard to this category the following measures were proposed:

(i) vocational training courses open to both men and women and aimed at convincing men that women are indeed capable of holding jobs of various types;
(ii) social training courses open to both men and women which deal with the challenge of changing the role of men and women both within the family and in society as a whole. Courses of this type could also be organized by the labour unions;
(iii) courses of sensitization and training for labour-union representatives aimed at making it clear to them that:
  (a) the category of workers to be supported is not alone that of the employed male and family head and that it is necessary to eliminate the distinction drawn between typically 'male' and typically 'female' occupations;
  (b) it is necessary to persuade male workers to accept female workers as their equals rather than to consider them as rivals and to work with them in a spirit of collaboration rather than opposition;
  (c) they do not promote the cause of female workers simply by helping them to obtain easy jobs in an environment which is in no way dangerous.

With regard to this last point it was proposed that social legislation aimed at the protection of female workers (no rotating shifts, no night shifts, no heavy work, etc.) be implemented, and the European Community is expected to take a stand on this issue in the spring of 1981 following the completion of a research study now in progress.

## 3. Placement officers

When a company registers a job vacancy with an employment agency, the placement officer usually sends a male worker to fill the job. This is in line with the generally accepted concept of efficiency according to which the system of job placement is subordinate to the request of companies for manpower. As a means of changing this situation the following measures were proposed:

(i) sensitization measures for placement officers as well as for the entire hierarchy of their superior officers, given the fact that the placement officer is only the last link in a long chain, in a larger system;
(ii) provision of special placement officers charged exclusively with the task of finding employment for women;
(iii) provision of financial incentives for the selection and training of these special placement officers;
(iv) courses of training for placement officers dealing with the subject of legislation concerning the right of women to employment;
(v) government measures aimed at modifying public employment systems in the direction of placing unemployed women and unemployed men on the same footing with regard to employment opportunities.

## 4. Women

The following measures were proposed:

(i) sensitization and orientation measures at scholastic level aimed at encouraging girls and young women to choose typically masculine curricula, supported, if need be, by the provision of scholarships;
(ii) information programmes for women on the nature and tasks of typically masculine occupations and on the general subject of work and working life;
(iii) courses of training at the workplace lasting one to two weeks aimed at familiarizing women with various occupations so that they can properly select the occupation they intend to pursue;
(iv) courses of sensitization open to both men and women which deal with the role of the woman in family and social life from the viewpoint of entry of women into working life;
(v) institutionalization of short maternity leaves at full pay for the purpose of ensuring their accessibility on the part of men and women alike.

**5. Government policy decision-makers**

The following proposals were brought forward:

(i) introduction at government level of a quota system making obligatory the employment of women at a constantly increasing percentage of the payroll;

(ii) introduction of government measures of intervention in favour of female workers;

(iii) launching of a publicity campaign aimed at changing the attitude and behaviour patterns of society as a whole with regard to the employment of women.

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